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ABSTRACT

The purpose of the paper is to outline some of the problems and constraints which currently prevent the use of scarce resources to provide effective programs for Mexican-Americans and Indians in the Southwestern United States, and to propose a project designed to reduce bureaucratic constraints; focus is primarily on the preschool and elementary child (on developing programs which will help him negotiate the schools and on charging the schools to meet his needs). In addition, adults are involved in a three-phase program which includes adult basic education, training activities for adults who wish to work as teacher aides, and alternative training activities enabling adults to initiate "cooperatives" for establishing self-directed economic development enterprises of their own. Support activities include specific training for teachers and adults, as well as curriculum development efforts where materials are irrelevant or non-existant. Among the appendixes is a 45-page report titled "Research and Development Needs and Priorities for the Education of the Spanish-Speaking People," by Dr. Atilano A. Valencia in 1970, a Bureau of Research project undertaken by a selected committee for the Southwestern Cooperative Educational Laboratory, Inc. (Author/AJ)

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EL CHICANO

A CALL FOR COMMISSION

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Background

The many needs of people with linguistic and cultural variables have been clearly enunciated in documents ranging in scope from testimony presented in El Paso some four years ago to proposals submitted by people in school districts anticipating funds from the ESEA, Title VII. There is no reason, then, in this paper to reiterate those great needs--they are obvious to anyone who is aware.

The purpose of this paper is to outline some of the problems and constraints which prevent us from using our very scarce resources in a manner that provides the most powerful, most effective and most efficient programs possible. At the same time, we expect to suggest some alternatives for resolving those problems.

What are some of the realities of the problems? Without elaborating, the list below is representative of comments received from interviews with people who are either responsible for implementing programs or are supposedly beneficiaries of federally funded programs:

1. Resources (human and fiscal) are very scarce.
2. Communication at any level--federal, state, local-- is nearly non-existent between programs similar in nature but funded under different titles.
3. Constraints in guidelines are too great to encourage very much imagination and creativity in program planning-- e.g., funding periods are too short, techniques available for opportunities to "move" inside and outside of budget categories are not possible.

4. The reinvention of the wheel syndrome pervades many programs because one finds it difficult if not impossible to find out what is happening elsewhere.

5. "Contact" personnel at OE change so rapidly it is difficult to get a "fix" on expectations of program officers-- and no one seems willing to put anything in writing if deviations from "policy" are remote possibilities.

6. Establishing models which will maximize reasonable and responsible techniques for distributing power at the grass-roots level have not been attended.

These points are not conjecture, indeed, the documentation is but a feeble attempt to articulate the general threads of comments that have been obtained from individuals in such places as El Paso; San Diego; Denver; Washington, D. C.; Albuquerque; Tucson; San Antonio; etc. Certainly the list could be extended, but our purpose here is not to belabor what has been, but to seek and propose sensible solutions to the constraints. Perhaps the climate for change and other mitigating factors-- many of which are political-- now make solutions possible.

Early Efforts

This proposal does not represent the first effort to consolidate scarce resources. Many people at all levels of government, contrary to some public opinion, have been doing more than contemplating their navels.

Making a long story short, it appears that at least five factors have contributed to the isolated, fragmented approaches that now exist:

1. Legislation has been inconsistent; hence inconsistent guidelines.
2. Clear-cut national, state and local priorities have either not existed or they have been difficult to maintain over a period of time. (Maintaining last year's priorities is extremely difficult at best, particularly with the great number of social pressures that face us today.)
3. A systematic plan-- growing out of well-defined priorities has never really existed.
4. Interaction between program agencies has occurred only on a piece-meal or crisis basis.
5. While program managers have "nodded" consent to the concept of cooperation and collaboration, the "race" which they run is so fast and furious that the "time" to coordinate simply can't be found.

Some problems are resolvable, others are not-- we need to separate the wheat from the chaff.

What this proposal purports to do, then, is to start from the position in which we now find ourselves. The basis for this proposal was actually conceived early after the funding of ESEA, Title VII, Bilingual Education Act. At that time, officials in Title VII expressed an interest in finding ways to pull together program development and

teacher training funds and, when possible, funds to hire teacher aides to assist in the implementation of classroom activities. Lee Wickline, Cil Chavez, Armando Rodriguez, Rudy Muniz and others sat in on the session to preview potential avenues for multiple funding sources.

A proposal to accomplish this was prepared, but due to mitigating circumstances too numerous to mention, the document got lost in the shuffle. (See Appendix I.)

Subsequently, however, at a meeting in Albuquerque, the National Advisory Committee on Adult Basic Education with federal officials Armando Rodriguez, Paul Delker, Cil Chavez, Leroy Walser and Pete Reiser present, opted to recommend that the effort be re-activated.

The re-activation began with a series of telephone calls to individuals at the grass-roots and, simultaneously, to federal officials responsible for a variety of programs directed at the "disadvantaged." The D. C. officials agreed to meet for an afternoon in Washington to discuss the possibility of joint efforts.

Prior to the time the meeting was held, considerable discussion took place between the federal officials and agreement was reached in terms of giving the ideas prepared due consideration.

Apparently other mitigating circumstances had transpired at the federal level which tended to emphasize the credibility of such a plan. For example, Commission Allen had presented his "Right to Read" speech and it gave a "handle" to some concepts that had previously covered the waterfront. In addition, other departmental areas, through the Bureau

Chiefs and their staffs, had begun to identify priority areas-- many of the priorities could be tied easily to the "disadvantaged" and "reading" labels.

At the first session in Washington, Mr. Armando Rodriguez, Chief of the Office of Spanish Speaking American Affairs Unit, pointed out the previous historical data of the project and made at least two important points:

1. Continued commitment of time and energy rather than simply entering into the therapeutic activity of nodding one's head "yes" but doing nothing, is essential.
2. Changes should be brought about in such a way that little threat to existing agencies is generated. In addition, the fullest possible investment of resources would come from the grass-roots in order to maximize energies. This also suggests reducing conflict over agency jurisdiction.

Rationale

Despite great progress in health, education and social services during the past half century, resulting generally in a higher level of public well being, a significant proportion of the population, from varying ethnic and cultural backgrounds and from lower socio-economic educational levels, continue to suffer problems which are preventable and reducible.

It can safely be stated that no one has yet said that happiness is a warm, comprehensive plan. The federal government has contributed

greatly toward the idea of comprehensive planning and coordination; some leaders are now insisting that agencies break out of parochial programming efforts and effect linkages at all funding levels. An attempt to demonstrate this notion was the creation of the Model Cities concept. The framers of Model Cities had many hopes and goals of their own but two objectives were dominant. First, it was hoped that the program would demonstrate the development of "Creative Federalism." The goal of Model Cities was coordination which would bring about relatively unfractionalized delivery of services from Washington, D. C., down to the Man on the Street. Cities would be motivated by a sizable federal carrot without any threat of a federal stick.

Adopting the philosophy that coordination to solve problems can become a reality, this program is designed to link independent efforts each aimed at a single major objective, into one effort with on overall set of purposes. This proposal will attempt to establish a new mechanism to relate varied planning and action mechanisms and institutions to each other.

There will be two kinds of planning, interrelated but distinct from each other, which must operate simultaneously.

One type is largely operational-- it is directed toward day-to-day decisions toward a specific objective. It is the kind of planning done by a program manager to carry out his program mission.

The other type of planning is truly comprehensive. It is less concerned with targets and more concerned with directions. Ultimately,

it must be tuned to values-- the changing aspirations of society which requires changing goals. The role of government is analyzed in this process. Government at any level can be an effective instrument for gathering pertinent information, for assembling and allocating resources, and finally, for assessing progress and reflecting changes in social aspirations. But the broad decisions are made by the people themselves and the operating decisions are made by those charged with doing the work.

The agencies committed to the development of the "Human Enterprise" have set goals which focus on "disadvantages" and the former Commissioner Allen's "Right to Read." It is the function of this project to underwrite a process whereby resources can be effectively applied toward the attainment of these goals. The accent is on the process. The process requires dynamic partnership-- a new, coordinated method of grantsmanship. The character of the partnership reflects a new assessment of the roles that can most efficiently be performed by the various partners. At the same time, in our fascination with the new processes and new partnerships, let us not forget that the ultimate purpose underlying and permeating all our abstractions and methodologies must be a sense of commitment to the people whom we seek to help serve themselves.

Based on the premise that such a coordination effort is worthwhile, it now becomes appropriate to set goals for the development of the grand strategy.

The goals are as follows:

(1) To maximize energies by making efficient use of all resources-- agency, personal, and community.

(2) To internalize the diseconomy by getting the consumer involved in the delivery of his own services.

(3) To minimize bureaucratic constraints at various levels.

(4) To balance agency traits with laissez faire concept.

(5) To establish a flexible structure which will minimize the effect of personnel turn-over.

(6) To establish a structure which will enhance the opportunity for grass-roots development.

A word now about each of these goals:

Maximizing Energies--

It is not assumed, arbitrarily, that the people or agencies who come together to collaborate will be able to do this effectively. It is, therefore, important that proper attention be given from the very beginning to establishing the ground rules on how the various agencies will be able to work together. If this plan is to be implemented effectively, those who should be involved in the planning effort must be, in fact, involved. In order to reduce the "agency problems" and maximize "agency proficiency" the agencies which are to come together for planning purposes must take time to establish the interpersonal working relationships which will create conditions for commitment, trust, cohesiveness, and accomplishment. It is important that roles and functions of those involved in the planning be clarified so that there will be a minimum

overlap of functions, duplication of efforts, and conflicting roles and functions.

Internalizing diseconomy--

The energy or driving force of citizen action is generated by the self-interest of the local residents in the welfare of their children and themselves. It concentrates on the utilization of indigenous individuals as consumers involved in the delivery of their own services.

Minimizing bureaucratic constraints--

In the process of individuals and organizations working together, the greatest care must be exercised to prevent or reduce potential conflicts. What is required is sufficient exploration of guidelines to respond to goal-setting and priority determination which will enable the planners to look at alternative courses of action and make the kinds of decisions for which all will feel committed to implement.

Balance agency traits--

This statement refers to the harmonizing of agency functions with the target population. Agencies which are set up to provide services typically provide fragmented services and, occasionally, services contradictory in purpose. How do we re-align agencies to promote coordination in the delivery of services?

Establish flexible structure--

Because of large agency turnover, the intent here is to devise a simplified system which will minimize the effects of personnel turnover.

Establish structure--

The development of a structure which will enhance the opportunity for grass-roots development is seen as an important goal to be discussed at a later time in this paper.

Having discussed the goals, it would now seem appropriate to deal with those factors which will require strategies for dealing with existing constraints.

(1) Interagency competition-- Social problems do not come in isolated and clearly labelled categories and bundles, therefore, agencies may overlap in the provision of services, leaving the seeker of services confused, etc.

(2) Agency role ambiguity-- The dialogue between community and agency has been weak because of the nature of the involvement of the community citizen. The conflict arises over lack of clarification regarding differences in policy-making and advisory functions. Problems arise because professionals and lay persons fail to understand their legitimate responsibilities or inappropriately attempt to usurp each others' authority.

Structure

The authors of this paper have tried to reflect the attitudes and operating realities of individuals at all levels, grass-roots to the top federal positions. In some cases conflicts of organizational and

agency jurisdiction exist, but the proposal attempts to:

1. Develop a philosophical position from which operational progress can emerge, moving from the ideal to the practical.
2. Develop mechanisms whereby grass-roots impact can be made, placing much of the motivation for increased performance on the "individual." Indeed, the purpose of the proposal is to encourage individualism on the one hand with appropriate agency balance on the other.

To accomplish the purposes of the proposal, the authors have attempted to establish a format of first providing some background on the project; following that, they state explicitly the specific goals, illustrate the apparent constraints, prepare techniques, procedures and motivational factors which can be brought to bear on the tasks of overcoming the constraints, and ultimately, outline specific structures for action efforts.

Perhaps at this juncture it is worth mentioning some assumptions which have been agreed upon by the writers as this proposal has evolved. These assumptions include:

1. Two types of prototypes should be explored. One model should reflect an established approach and this will likely include most educational agencies such as pre-school organizations, elementary and secondary programs, college and university systems, etc. In addition, a non-establishment review should be considered and developed. This might include a variety of local activist groups.

2. The two models should be studied in the same locale. The purpose of this is to enable easy comparison and analysis. (This factor may cause some political problems, but those who have been in on the planning of the proposal urge strongly the acceptance of this position.)

3. The models should be documented well enough that they can be replicable in alternate locales, should the units merit replication. (The evaluation component of the project will reflect major concern for general application and transferability.)

4. The models will emerge over a period of time and one must realize that neighter all the elements of the project have been considered nor can one anticipate all of the factors which might enter into the projects. Clearly, this calls for flexibility.

5. An advisory group consisting of personnel at all levels must be established to provide consistent direction and continuity to the project.

6. In the embryonic stage of development, the project should be limited to two agencies at the federal level, e.g., HEW (USOE) and the Department of Labor. No effort, while the need exists, will be made to bring such agencies as the Public Health Services, Social Security, etc., into the project at this point in time. (If the project illustrates that these two agencies can work together, others will be added.)

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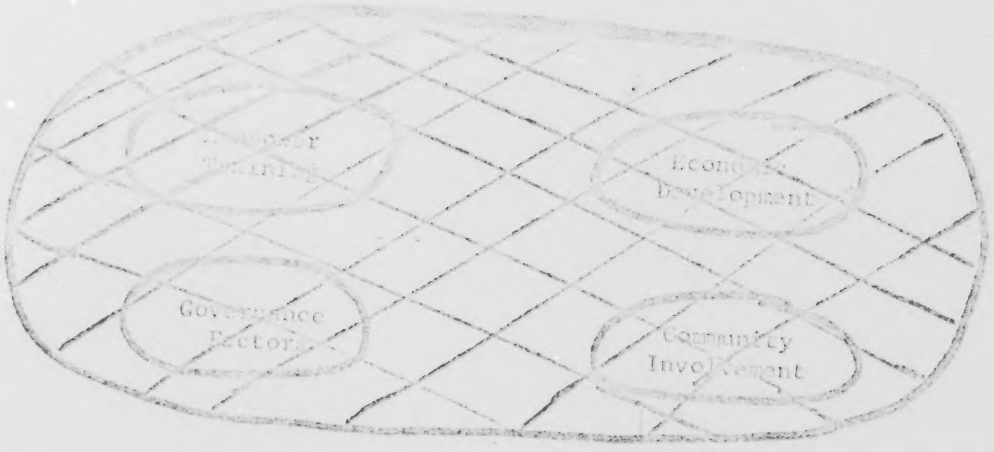
With these underlying assumptions in mind, the proposal writers have opted to focus on four areas of concentration--each of these areas is held together by a fabric woven with "educational" threads. The chart below illustrates the four items in the fabric.

Illustration 1



"Education" in general and "reading," broadly conceived, help to pull the isolated and often fragmented foci into a common frame of effort for which a variety of attack alternatives are possible.

A global relationship between and within the parts may be conceived as follows, using the example of a hypothetical person, Jaime Valdez.

Jaime is ambitious in many ways, but has found that the semi-skilled jobs he was capable of performing have been taken over by some sort of machinery. Jaime and his family sometimes receive welfare checks, but he would rather pay his own way if possible.

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When he hears about new jobs, they are usually those which require more education than he possesses.

Not only has the job market dwindled, but family problems have increased. The oldest son was picked up recently on a dope charge and Mrs. Valdez lost an expected child at delivery. Even while the losses and misfortunes have been unfortunate, the Valdez family is not aware of what rights they have coming to them as citizens of the United States--legal aid rights on the one hand, and welfare and social security rights on the other.

The needs and problems are practically overwhelming. Where does one begin to help Jaime help himself?

The writers of this plan of action believe we begin with a basic education, and other ingredients, in order to help Mr. Valdez obtain the basic skills necessary to obtain and hold a position which is beneficial to both him and his employer.

Reading is used as the basic tool to help Mr. Valdez communicate in English. "Reading" might include the necessary skills in speaking, listening, writing and reading. If the reading program is to become effective, however, it must be related to the survival needs of the learner, and the process must be such that the learner is attracted to the tasks to be accomplished and motivated to stick with these tasks.

Having basic skills, however, is not enough. He must be able to use these skills to apply for a job, to obtain a job, to learn while he is on the job, etc. This job, if Mr. Valdez is to be a creditable

person to himself, will be the vehicle for obtaining the funds to provide food and shelter for the family--generally considered a strong motivating factor.

If he is to get a new job, he will likely need some type of manpower training. The education and training programs must be geared not only to the immediate tasks which Mr. Valdez will perform, but they should also consider other upwardly mobile populations. The major crime would be to provide our adult students with newly acquired job skills and then still have no place for them to use these skills.

As Mr. Valdez begins to see some light at the end of the hole in which he found himself, he begins to feel that he has a responsibility not only to himself, but to other people in the community who somehow find themselves in similar predicaments, even though they may lack the initial motivation to work on solutions.

Mr. Valdez realizes one way in which he can help others help themselves is through a cooperative effort where individuals learn on the job. He realizes, however, that the product of their job is that which determines future growth and development. Even though the "right attitude" prevails, there are certain technical skills which may not be immediately available to those included in the cooperative, economic development activity. This will probably require some external agency to be available to lend technical assistance when necessary.

As the operation grows, ways to redistribute the diseconomy will need to be found--and this likely means that conflicts between jurisdictional agencies will need to be resolved.

The "governance" factors are particularly important. Governance typically means finding the communication patterns which enable all people to hear each other, to establish dialogue, to determine priorities, to agree on methodology for attacking these priorities, and to establish evaluation criteria in order that success or failure of accomplishment can be judged.

Another section of this paper describes and outlines some of the characteristics of the governance issues that seem particularly important. A sociologist, Dr. Wesley Craig, has made some initial investigations in this area and proposes some alternative models for consideration. (Appendix II) We are particularly intrigued with the notion of the "Ombudsman Council" which at first glance appears to have considerable merit.

The rather brief sketch of Mr. Valdez moving out of the culture of poverty has a Snow White ending (and there are many connotations one may apply to the term "Snow White"); the narrative is more idealistic, perhaps, than realistic.

The problems are far more complex than pictured here, the time sequence much longer, the number of individuals who enter the stage as variables one way or another are much greater. Nevertheless, the example seems to outline the relationship between and within the parts of the package. (A more definitive narrative of each of the parts as it is related to the whole will be described in another section of this paper.

If the program is to be successful, plans for stability and continuity must be laid and agreed to *a priori*. Someone drew a cartoon recently in which President Nixon was sitting at the Cabinet table with twenty-six chairs normally occupied by his advisors pushed snuggly against the table. Those who normally occupy the chairs were in an outside lane running around the chairs. The caption said, "Will someone please stop the music?" All of us have long recognized the musical chairs syndrome and have found ways to live with the situation. Perhaps we have justified its existence by sticking with the age-old thought that no one is indispensable. This is probably true, but the authors of this position paper would argue that the facts are clearly in front of us. We cannot attempt a complex program with many unanticipated variables and expect to solve the problems of the world overnight. Complex problems bring about the need for complex solutions, and these solutions require time as well as fiscal and human resources.

Maintaining last year's priorities becomes a priority in and of itself, which requires a mechanism that is consistent and which can perpetuate a rather high-risk adventure. Perhaps the only higher risk than undertaking the ideas built into this proposal is ignoring the needs which have caused a proposal of this nature to be generated in the first place.

Before moving on to the next section in the proposal, one additional word about resources is worth mentioning here. The reader has perhaps by this time come to the conclusion that a multi-million dollar proposal

is being written. This may or may not be the case, depending upon such contingencies as fiscal resources available, sites selected, availability of funds already assigned in a given area, and the number of federal agencies interested in participating, as well as the acceptance of that participation at the grass-roots level.

If this proposal accurately portrays the thinking of the authors, a number of options are possible and decisions regarding these options should be made soon by an advisory council. Some of these questions are as follows:

1. Should both the establishment and non-establishment prototypes be located in the same general environ?
2. Should already existing resources available in the communities be used in the project or should virgin territory be considered?

The answers to these questions are not easy, and rather than be presumptuous to the point of suggesting that we, the authors, have the answers and can provide clear-cut directions, we believe the answers to these questions should be part of the first order of business for the advisory council.

At this point we would refer the reader to the outlined sections which are representative of areas to be further explored in depth, i.e., governance factors and models, education, manpower, and economic development.

A systematic model for initiating and carrying out the type of project envisioned has been suggested by one member of the Mini-Advisory

Committee, Leroy Walser. The model has four components:

P Plan

I Implement

E Evaluate

R Revise

The model provides for a self-renewing opportunity, systematically calling for responsible preview and decision-making, followed by actual listing of alternatives, reinforced by methodologies which call for accountability and, finally, checked by building in adjustments and modifications where these are necessary-- strengthening the positive points without perpetuating those which don't lend support to the package.

What then specifically can be counted on?

Time Marches on and the Big Cop-Out Results

When the task of preparing a concept paper was initiated, there were past historical reasons to believe that some attention in interest and commitment would occur. It did!

Early in July, the authors met with a Mini-Advisory Committee consisting of Rudy Muniz, Roberto Oliveras, Leroy Walser and Lenin Juarez; unfortunetely, Armando Rodriguez and Gil Chavez were unable to attend. Thosepresent, however, offered specific comments for modifications and improvements and these were later incorporated into the Position Paper.

With advice from the Mini-Advisory group to proceed, representatives from the SWCEL visited with as many department representatives as possible. In most cases it was possible to talk with the Number One man, although occasionally the discussion took place with an aide. With one individual, the SWCEL representatives waited for over two hours, but the OE person couldn't get free to talk.

In most instances the OE representatives were lukewarm about the concepts, although in a couple of examples the OE representatives had important contributions to make. In the majority of circumstances, however, the OE representatives voiced numerous reasons why something "couldn't work"-- at least from these authors' points of view, the comments made by a majority of the federal officials represented cop-outs. In fact, the representatives reiterated again and again their despair over some of the complaints and constraints mentioned in the first section of this paper, but after considerable wringing of hands and gnashing of teeth, had zero suggestions about resolving the difficulties and seemed to be content with the acknowledgment of the problems.

Let us be quick to point out that there were notable exceptions to the previously mentioned examples, particulary in MDTA, ABE and Title I. (We will make not attempt at this time to mention names of personalities as these names may or may not have a definite bearing on the "attitude" of the office the people represent.)

Foci Delineated

After considerable contemplation and review of significant events, the authors have opted to delimit the scope of the approach to be taken to include:

1. Early Childhood Education
2. Adult Basic Education
3. Manpower Training

The individuals responsible for these programs have acknowledged their intent to participate, have indicated some resources for getting at the problems, have maintained a continued interest in the program, and have committed their time necessary to carry out the activity.

Others may elect to participate in the action-- if they want a piece-- but taking time to convince some people that changes can be made while postponing action of those who want to be on the cutting edge seems to be a waste of resources.

A series of illustrations in the following pages should help to clarify the relationship of the programs and the major thrusts anticipated.

The decision to thoose the three areas above (and some support elements will be noted later) takes into consideration the following factors:

1. All problems of a single target population will not be resolved immediately; therefore, attention initially should be given to those areas which can be handled.
2. In order to prevent the necessity for remediation, early

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childhood experiences and activities must be provided for the preschool and elementary school children in the target population.

3. If we focus only on children and fail to give attention to the parents, we may, in fact-- particularly in the area of positive self-esteem-- generate more problems than we help to resolve.

4. When individuals have an "education," they expect to be gainfully employed. Thus, the opportunity for manpower training and economic development becomes an important ingredient in the program.

ABSTRACT

This project is designed to reduce bureaucratic constraints to enable a critical mass of scarce resources be brought to bear on the needs of preschool and elementary children and their parents; specifically, those who are both poor and who have bilingual/bicultural characteristics.

Focus is primarily on the child; developing programs which will help him negotiate the schools, and at the same time charging the schools to more clearly meet the needs of the child. In addition, adults are involved in a three-phase program which includes adult basic education, training activities for adults who desire to work in the schools as teacher aides, and alternative training activities enabling those adults who so opt to initiate "cooperatives" for establishing a self-directed economic development enterprise of their own.

Support activities include specific training for teachers and adults as well as curriculum development efforts in those areas where previously prepared materials are irrelevant or non-existent.

Studies of the educational achievement of certain Southwest minority groups support the argument that the public schools do not deal effectively with the educational needs of this population. As U. S. Commissioner of Education James Allen stated in October, 1969, "The vast educational system in the United States, while productive for the majority of our population, has failed and continues to fail a substantial proportion. The most conspicuous among these whom it fails are those who suffer from . . . physical and mental handicaps, discrimination, poverty, and other environmental deficiencies. For these the principle of the equality of educational opportunity has little meaning."

The Commissioner proposed three broad goals for the Office of Education, one of which is most appropriate for the proposed project: "The elimination of failures with respect to the education of the disadvantaged." He added that, "Fundamental . . . is the achievement of the Right to Read goal established as a target for the 1970's."

The failure of the disadvantaged to achieve in public schools is well documented. The educationally neglected are the children whom the schools have failed. Ethnic leaders assert that the schools have failed to teach their children. Their feeling was strongly expressed in a conference, held at SWCEL in May, 1968, and reported in a publication, Ethnics on Education. Ralph Keen, representing the Cherokee Nation, summarized the feelings of the others when he said, "The Cherokee Nation is unable to shape, form, or influence education of its youngsters. I, for example, do not feel I can in any way influence the education of Cherokee youngsters. In fact, this powerlessness is the reason I am here."

Mrs. June Shagaloff, representing the National Association for the Advancement of Colored People, added, "We are very concerned about the quality of education being afforded Negro students in the curricula textbooks. We are concerned about the exclusion of the Negro from American history."

This feeling of being excluded from and by the schools appears pervasive. These ethnic leaders assert that many minorities are excluded from opportunity, from participating in decisions, from power, from sharing economically or socially, from participating in the attack on their own problems; from the larger society, from succeeding, and when in school, from academic pursuits, from college preparatory programs, as well as from the school itself, and, finally, from equality. The conferees thus characterized their people as excluded somehow from sharing in the "American Dream." They asserted that the schools also exclude their children, thus perpetuating the feeling and the problem. This feeling expressed by these groups--that they are an "excluded population"--has led SWCEL to refer to their offspring as "excluded children" describing them as from a population that is, or at least feels, excluded. The term "excluded," as used by the Laboratory and expressed by the ethnic leaders, could be analogous to "disadvantaged," at least from a middle-majority point of view.

The extent of educational disadvantage experienced by Mexican Americans, the major portion of SWCEL's "community of concern," was clearly pointed up in a report entitled, Equality of Educational Opportunity, OE-38001, to the U. S. Commissioner of Education, and

submitted to the President and the Congress on July 2, 1966. It showed that the Southwestern disadvantaged child faces an almost impossible struggle as a first-year pupil in a middle-class school. Typically, he enters school with a lack of English as well as school oriented experiences, and the school does little or nothing to alleviate these deprivations or to accommodate him. Bass, Zintz, and Smith insist that many Indian and Spanish speaking pupils have insufficient knowledge of English for negotiation of the system as we know it.

Value differences provide a major source of conflict for the "excluded child" in school. Each group in this project's intended Client Population (ICP) holds values differing in type and degree. In Education Across Cultures, Zintz compares Anglo and Pueblo differences and Anglo and Spanish American differences and reports that the greatest need for teachers of minority group children is to understand the child's background. "The teachings of the family, the school and the church in the American culture have not prepared most teachers for these children."

We perceive these conflicts and deprivations as part of the cause and perpetuation of failure in school of the "excluded child." The foregoing views are substantiated by SWCEL and its cooperating agencies. Experience supports the previously stated definition and description of the problem, and the conclusion that a major problem of the excluded child is a deficiency in communication skills. Further, experience dictates the proposal that communication arts be the program focus of the main effort of alleviate and prevent the deficits. Communication arts include basic communication skills of standard language arts

programs--listening, speaking, reading, and writing. However, the term communication arts implies attention to areas not ordinarily reflected in a traditional language arts program, such as the full range of communication channels important to human relations. This includes consideration of the student's cultural attributes and his parents, increasing his motivation for educational achievement and developing his self-concept.

The Communications Arts Program outlined in this Position Paper differs from other such programs. While it establishes the aforementioned skills in listening, speaking, reading and writing, the program is so structured that the content of all of these elements are child selected in contrast to more conventional programs that mandate all content. This element of control by the child insures that the content will be relevant and appropriate with respect to cultural, anthropological, linguistic and experiential coverage. Because it is the child who establishes the particulars of content, the program can be considered to be self-validating if the teacher's reaction can be successfully structured. This program will also emphasize development of varied interactions, both silent and spoken, between teacher and pupil, as well as between pupil and pupil, in order to elicit self-confidence, receptivity, appreciation, awareness, orientation to learning, and mutual valuing of each other's culture.

It may be proper here to support the foregoing with a resume of how our rhetoric supports these contentions. Human relationships are

a significant aspect in all educational problems. Improvement in such relationships can be structured. SWCEL has accomplished this in a field test of elements of its program. Specifically: the current SWCEL Oral Language Program (OLP Mark I) dictates, and supervisory directions check, the presence of a high rate of interaction, reinforcement, verbal and non-verbal (touching, if appropriate), suitable gestures and body signals, talk by the child (to the teacher, to other children and to and through puppets); that the teacher attend to the individual child; and that the child attend the teacher and other children. If the teacher follows the prescribed instructional methods, the experience proves successful for the pupil and teacher. Success grows from success and OLP contributes to the complete Communication Arts Program. The child has gained increased skill in listening and speaking as well as developing a wider, fuller set of interaction patterns. (The point here is to establish a "positive" self-fulfilling hypothesis.)

Directions for the OLP require that the teacher utilize small group instruction. The optimum number of pupils is specified as less than 10. Interaction is specified through instructions to the teacher and in the lesson material. The occasions within each lesson for reaction by the pupil and teacher are structured through a series of cycles wherein the teacher is required to interact with each individual pupil. Recommendations are made with respect to the physical arrangement of the teacher and children maximizing the possibility of developing a setting of closeness and a high degree of rapport. It is assumed that when the children respond to the teacher, the teacher, in turn, will respond to

the class. Such structuring of teacher-pupil relationships has shown tremendous promise in OLP field tests. Methodology for applying similar techniques will be developed for the other Communication Arts Program components.

Thus, as in the SWCEL Oral Language Program, all of the elements of a communication arts program must make their contribution; a complete program will certainly result in increased achievement in the standard elements of language arts, and concomitantly enhance human relationships through increased facility in communication.

But the preceding is used only as an example to illustrate what might constitute one part of one element in a three-pronged program. Other elements include adult basic education, manpower training, and economic development opportunities.

We will be more specific about these elements later in this proposal, but suffice us here to point out that:

1. Adult basic education programs will be designed to assist the adult as he obtains the basic reading, writing and arithmetic skills that are so important for his obtaining and maintaining a job. The curriculum also includes special opportunities for the un- or under-employed individual to "learn to learn" and to enhance his own respect for himself.
2. Manpower training activities will include three alternatives:
   a. Training as a teacher aide, with the possibility of a progressive ladder through a series of career opportunities.

b. Training for specific jobs where agreements for employment can be reached with local businessmen and organizations.

c. Training to perform differentiated roles in a self-directed "cooperative," established and implemented by "the people."

3. Economic development enterprises would include those explorations into the small business world which would be taken as a result of a summary of community needs and personal talents.

Each of the programs would be forecast similar to the outline presented on the following page. This chart, again, represents only one element in the total program but the inter-relationship of the other elements is obvious.

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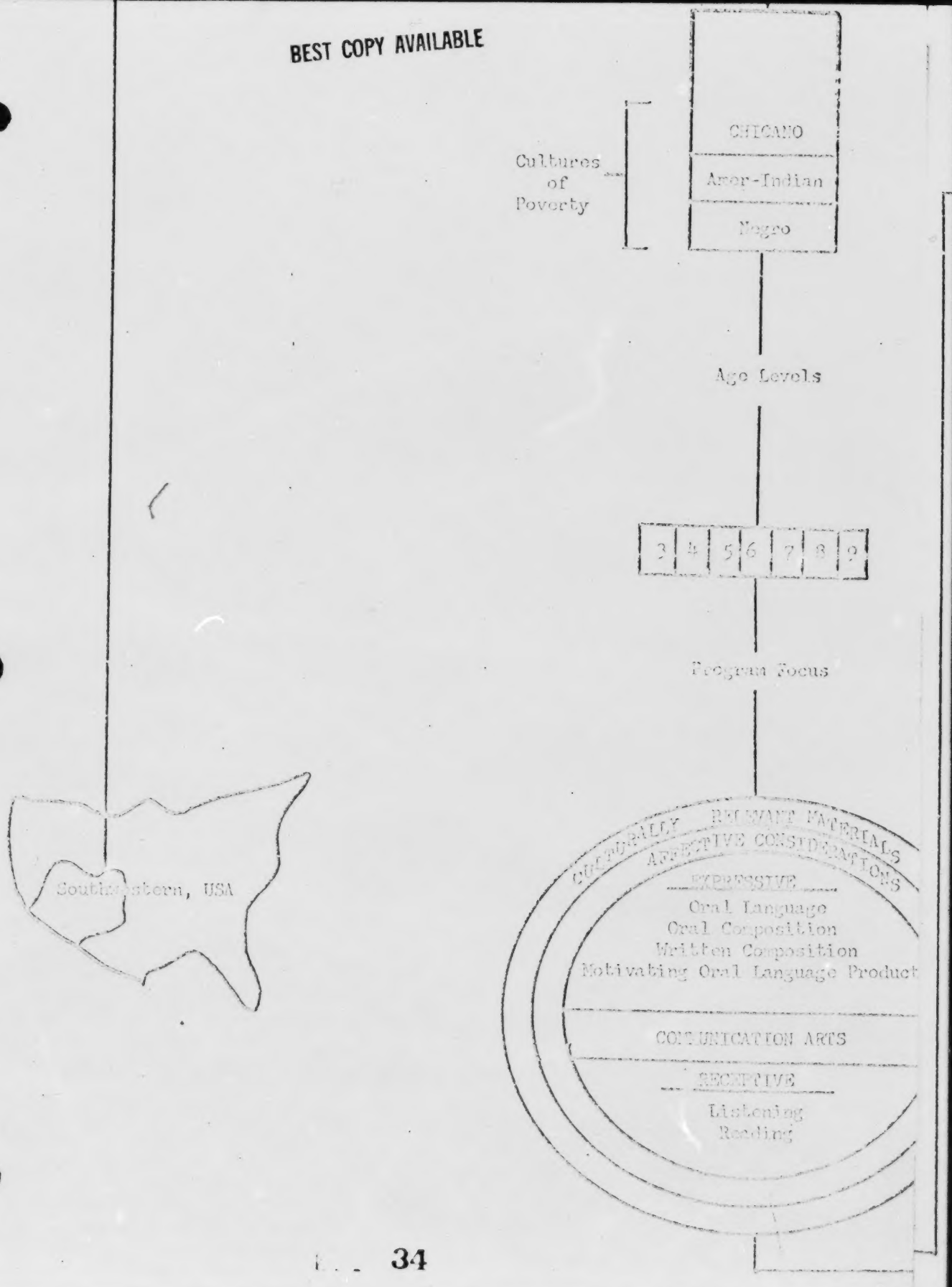

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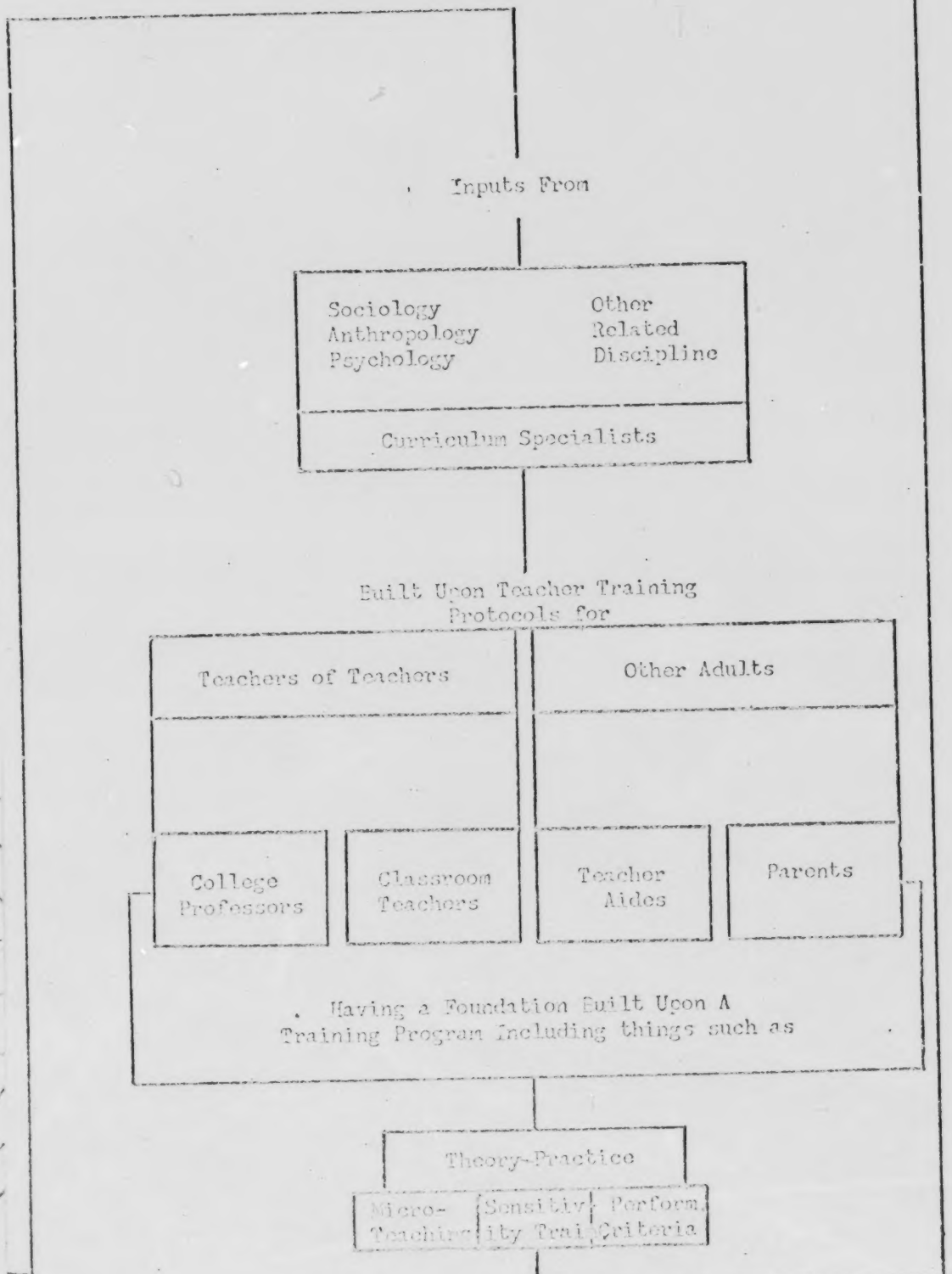

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If students meet entering behavior definitions, prescribed results can be guaranteed for students if teachers will meet performance standards relative to teaching protocols.

Involving Dissemination and Installation Strategy for

1. Local School Districts
2. Teacher Education Institutions
3. Education Service Centers
4. Title III Centers
5. Parents Working with Children
6. Other Agencies (VISTA, CAP, etc.)

Using Best Available

Evaluation Procedures with Cost-Analysis Output

Including Training Packages at both Institutes

Pre-Service Level | In-Service Level

Supported by Curricular Packages that Include

Behavioral Objectives
Performance Criteria
and Content Tests
plus
Supplementing Materials
which include:
Films, Filmstrips, Records, Tapes,

With Total Program Aimed at Accountability

Regularly Both

Training Package for QAS | Role Definitions for QAS

CHART 4

A communication arts program, as defined earlier, assumes a client population consisting of children and adults who, for one reason or another, are excluded from full communication with the school and business community and who will, if experience holds, suffer increasing frustration throughout their life experiences. Estimates show that there are approximately four million Mexican Americans and just under one million Indians living in the United States. Approximately three million Mexican Americans and four hundred thousand Indians, both urban and rural, reside west of the Mississippi, especially in Southwestern and bordering states.

The proposed programs focus attention on children ages three to nine and functionally illiterate adults of all ages. Before age three, large numbers of children are not mobile enough to attend any type of educational institutions, and at approximately age nine, a significant stage of development has been reached. The proposal writers have reviewed evidence to document the point that even powerful programs will have diminished impact unless a follow-through program is maintained over a span of several years, and unless both adults and children are considered in any effort related to the "disadvantaged."

This client population numbers roughly nine hundred thousand. More than one and a half million Mexican Americans and Indians in the Southwest are of school age and a number equal to 50 percent of those children represents the three-to-nine age bracket. This figure is extrapolated from the 1960 census state population totals, and assumes that 1/20 of the relevant totals are in the client age bracket and socioeconomic status.

While we must wait for the current census report to know the number of Spanish-speaking adults in the Southwest, we have obtained evidence through a four state ABE survey which indicates that we are reaching less than 3 percent of the eligible ABE candidates in Texas, New Mexico, and Arizona. Obviously, the majority of eligible candidates in these states are Spanish-speaking adults.

Children and adults from this population typically come from a home environment with (1) inadequate or uncertain incomes, (2) few experiences directly related to the standard school culture, (3) disparity between the family-learned repertoire of communication skills and those required by the business and educational systems, and (4) lower expectations for successful school experiences. They are often unaccustomed to the ways of the dominant school and business cultures and are hence "excluded" from a full range of educational and business opportunities and alternatives. Therefore, it is assumed that the clients will encounter frequent discrepancies between their perception of school and business and these institutions' perception of the successful person.

To ensure that the client children and adults within the primary geographic service area of the Southwest and those in the specific target site receive the full impact of the proposed program, it is necessary to consider a peripheral cushion of individuals involved in the educational process. The client population cannot be limited to the children exclusively because they cannot be treated in isolation from their environment, and particularly from the significant adults in the

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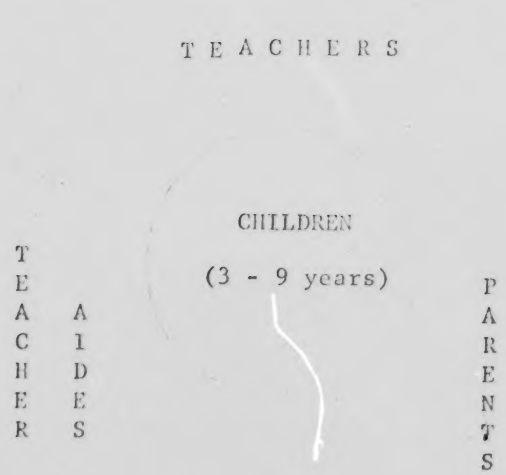
peripheral cushion. Hence, the project authors define a secondary client population consisting of those persons who encounter the child, influence his education, and who must be change agents if the child is to receive full benefit from the programs.

This concept of primary client population (the excluded child) and the secondary client population, (teachers, teacher aides, and parents) is represented in the following diagram.



Peripheral Cushion (Outer Ring)

A brief description of the secondary clientele follows:

1. A large majority of Southwestern teachers and administrators are Anglo and very few have been adequately trained to work with the primary client. Teacher training institutions have failed to produce educators sensitive to the cultural and linguistic characteristics, the communication deficits, and the remedial requirements of the primary client.

2. Parents in the secondary client population generally can be described as having had little formal education, many times speak a language other than English, do not speak English, work as laborers or in service trades, with an annual income of $3,000 or less.

The entire secondary client population is one key to the problem. Teachers need to understand culturally relevant strategies and materials with special emphasis on the affective dimensions of the teaching-learning process. The wholehearted support of these groups is absolutely necessary if any educational program is to succeed. They can truly cushion or screen the child from any program. Therefore, they logically become members of the secondary client population and are afforded the opportunity to become change agents.

3. We could also mention at this point other adults who have considerable influence, e.g., social workers, superintendents, principals, priests, etc. We have limited the scope of our "influence sphere" to avoid the temptation of covering the entire world in our preview.

4. Trained teacher aides can be instrumental in helping teachers individualize instruction and understand and employ more culturally relevant instructional strategies. Teacher aides may often be members of the excluded population.

Parents are included as members of the secondary client population because their understanding and active support of educational objectives will have a profound effect on school readiness. This is being demonstrated in an ongoing study conducted by Jerome Bruner and Moya Pines at Harvard University.

In this complex of client populations it should be pointed out that commonalities of needs exceed the differences between the various populations. Not all of the components of the proposed communication program will address the entire primary and secondary populations. Specific components of the program will be directed at sub-sets within these primary and secondary client populations. However, the terminal goals of the Communication Arts Program will be relevant to the entire client population.

Location

We mentioned earlier that to put this problem in proper context, two project activities should be initiated; ostensibly both would attempt to reach the final objectives. For the sake of better terms, let's call these the establishment and non-establishment approaches.

The "establishment" system consists of those already existing institutions that include State Departments of Public Instruction,

Teacher Training Institutions, local school districts, etc. "Non-establishment" refers to those local community organizations which may be characterized as activist groups. Organizing those groups so they can provide effective leadership rather than perpetuating what in many instances could be characterized as non-direction could be a valuable accomplishment in itself.

Clearly, the school systems are now in decline. One out of three Spanish-speaking pupils is a year or more than a year retarded in arithmetic and reading by grade three, and the gap between students' achievement and national averages widens rather than diminishes as they remain in school. Since 1955, absolute numbers of high school dropouts have doubled. The withdrawal from public into private and parochial schools has accelerated.

In spite of increased capital outlays, school facilities have deteriorated; overcrowding has increased; teacher frustration has intensified. Employers have stepped up their complaints about the unprepared character of potential employees. In fact, although public education has failed in its efforts to serve the target population for more than sixty years, it has only been within the last decade that this failure has been documented and publicized with telling effect.

Nevertheless, from the historical point of view, modest yet steady progress has been made. The children of the poor are being better educated today than were the generations of foreign immigrant and rural immigrant children before them. Therefore, blanket judgments about institutional failure are incorrect. Some of our school systems contain gifted principals, effective teachers, and meaningful instructional

programs. Some of the weakest schools within these systems are a relative improvement over what took place in the name of teaching and learning in past decades when public interest in the quality of education was extremely low.

Now, however, the long-standing flaws in the system are glaringly apparent. At the same time, the public standards of acceptable education have changed radically, and will only be satisfied through a major reordering and reinterpretation of the social and academic problems central to schooling. But we know now how this reordering can be started. Within the past five years we have come to realize to what a profound degree the urban schools are permeated with the ills common to all facets of society. These include turbulent demographic changes; intensifying economic and racial isolation; interest group fragmentation; and the inability of public agencies to coordinate and finance housing, welfare, antipoverty, mass transport, urban renewal, hospital projects and school planning.

Aside from this permeation of maladies throughout the school system, there exists a separate problem: the machinery of public education does not function effectively. Educators are unable, for example, to accommodate their school programs to what is distinctive about "life." Their students are culturally very diverse, and programs for them must be based on this fact. Yet large-scale bureaucratic organizations work against diversified programming.

School planning and construction, material procurement and supply, personnel recruitment, staff development and deployment, regulatory procedures, and the handling of increasingly frequent emergencies are as defective in those cities educating five hundred pupils as they are in cities educating half a million pupils a year or more. Hundreds of management studies, state investigations and legislative revisions have had little remedial effect. Professional educators, public officials, and public interest groups have identified these problems and offered an avalanche of proposed solutions. The major economic and organizational difficulties are by now fairly well known and resolvable; but apart from increased federal aid to education, salutary political responses have been lacking.

It is true that there have periodically been minor changes in the allocation of resources--largely stimulated by small crises in language failure, delinquency, or high school withdrawal. But these events have made little impact on customary inertia.

Unfortunately, under current conditions, there is no reason to expect the situation in schools to change and reform at a faster rate than other institutional services. Years of neglect and the absence of adequate education techniques are a serious impediment to creating the kind of effective educational apparatus that will satisfy millions of impatient critics.

It is clear that extraordinary strategies are critically needed. Men of good will must develop a greater precision in identifying problems that can be remedied with reasonable speed. They must display a greater

and more skillful application of scientific resources to the solution of the crises. They must build up public confidence in their capability and dedication to effect change.

Politically there exists a passionate desire for reform among a client population that will not accept gradual improvement if that means the intellectual or occupation sacrifice of yet another generation of youth. What is lacking are the technical abilities to accomplish the drastic changes that are needed. Educational systems do not know how to bridge the gap between present performance and the new, intensely held public expectations about public education. Specifically, they do not know how to prevent the production of semi-literate youths in a thousand barrio schools.

This project's main goal is to try and contribute the required technical skills for resolving the crisis. We are convinced that the chief unresolved issue behind the problems of education for the Spanish-speaking is this: how can human being relate to each other so that the educational task of the school may be accomplished? In other words, how can the traditional interaction between educators and the Spanish-speaking urban poor be improved? This is essentially a technical problem. No amount of curricular changes in the schools will have any real impact unless they are combined with techniques that change the traditional and lamentable patterns of interaction between the predominantly middle class and White teachers and the minority and Chicano poor. These interactions are presently based on different and misunderstood social values.

They can only be improved if the culture of the school and of the business world is changed in such a way that the children and adults who are poor can be welcomed in an educationally and socially reinforcing manner.

Some changes, it is true, have been apparent recently--due to the natural process of culture conflict and readjustment, and to the infusion of federal and state funded projects that have stimulated technical solutions on a trial and error basis. But the rate of technical change will not come abreast of the rising public expectations for improvement unless these events are reinforced powerfully by systematic research and development and better utilization of resources.

The question, then, of a specific location for the project is not so much one of finding a place where problems exist, but one of finding a spot where elements in the program can receive a fair trial.

The Statistical Profile of Spanish Surname Population of Texas shows that ". . . Family incomes for the Spanish surnamed group are lowest near the Mexican border, with the majority of these counties having a Spanish-surname median income of between $2,000 and $3,000...the non-metropolitan counties along the Mexican border have some of the lowest living standards to be found anywhere in the United States." This same analysis of living conditions in "border" towns extends from Texas to California.

The project could be reasonably expected to exist in such places as San Pedro and Chula Vista, California; Nogales and Tucson, Arizona; Las Cruces and Clovis, New Mexico; El Paso, Laredo and Eagle Pass, Texas. We believe the designated site, however, should be agreed upon by appropriate

parties involved at the federal, state and local level. If the project is funded, a list of "open criteria" will be developed to identify and select a given site.

THE PRIMARY POPULATION

The problem as it relates to the child, is threefold: (1) his performance in the educational setting, (2) his relation to self and others, and (3) his negotiation of an intercultural situation. There is overlapping among the areas, but they do serve to narrow the focus to probable cause of pupil failure. The problems are essentially the same for the adult except one must add years of failure and frustration on the one hand and the uncertainty the adult finds when he attempts to enter the world of work on the other.

Academic Performance

The excluded individual frequently is unable to communicate as well in English as most middle-majority individuals of the same age. In addition to being "poor"-- sometimes considered un-American-- he may enter school knowing only his mother tongue, Spanish. Instruction in school is in English only, and the books are written for Anglo children of the middle majority. English repertoires are not matched to the demands of this instruction. His troubles begin the first day of school, and even before-- because he usually does not bring with him to school those "entry skills" so necessary for negotiating the system.

Further, many of these children may exhibit or attain "satisfactory" fluency in English in the primary grades. Sometimes silence is taken as a sign of comprehension and fluency is assumed; or the child's ability to respond to and follow adequately the minimal language demands of the classroom is deemed to indicate that he has a fluent command of

English. Often this apparent proficiency is actually only sufficient to negotiate the classroom day. This misleads the teacher. He overestimates the child's ability and, therefore, judges that the child is ready to proceed to reading. The school ignores the fact that listening, speaking, and understanding are essential to further conceptual growth. When these children have to sit in their seats a major portion of the day, silent, listening to the teacher, and doing assigned seatwork, they have little opportunity for growth in language and necessary related skills. They have not been taught how to categorize, to generalize, to synthesize, to evaluate their knowledge, so they are not ready for formal reading instruction as early as is the non-excluded child. This inability of excluded children to successfully undertake reading may be attributed to their deficiency in appropriate entry skills. In summary, often children who appear to possess adequate language comprehension and formulation are, when diagnosed, shown to lack sufficient language capacity to support entry into formal reading.

Coleman, Zintz, and Bass report that even after instruction in conventional programs these children are unable to read well in English, and their mean reading ability is lower than the middle majority's. In addition, the middle-majority scores appear normally distributed about their mean, but the scores for the excluded child are skewed toward the lower end of the distribution indicating a sort of "compounded" deficit in reading skill.

It is our contention that at least two powerful approaches to resolving these problems can be taken before the problems indeed arise.

First, the child deserves and has the right to be "taught" in his native tongue-- and to learn English as if it were a "foreign" language, because for many children it is, in fact, a foreign language.

Second, we have found from research many of the "entry skills" children need to have before they enter the formal institutional environment.

With special training the parents of the disadvantaged children can help their own youngsters achieve those entry skills before the children are expected to undertake the specific cognitive development activities which now exist in our schools. (The parent-child project currently underway in the Nursery at the Armijo Center in El Paso clearly illustrates the effectiveness of this type of program.)

Rather than relying on the bandage of remediation to heal wounds, we must get at the children earlier so that they can enjoy their growth and development. We get at "two birds with one stone" if we approach the task through the vehicle of the parents.

The Child's Interpersonal Relationships

School entry may precipitate difficulties for any child. An excluded child faces a conflict to the extent that he cannot identify with the school and his familial background at the same time. He may be asked to relate to people one was in school and another way at home. He needs to understand that both ways are acceptable. The child constantly asks, "Who am I?"

Usually an excluded child is faced with an unfavorable comparison between the material wealth of his parents and that of his teachers and others. This may lead the child to lose respect for his parents because they do not seem to be materially successful. The child needs the emotional support offered by his family and must realize that the values and traditions of his background are worth much more than the well advertised color TVs, new automobiles, etc. As the child is learning about, and being immersed in, a new culture, membership in his own culture is usually not supported. In fact his own culture is often downgraded; thus an important source of emotional growth is lost.

The result is that the child leaves school inadequately prepared to meet the world that he feels is against him. His own attitude, partially developed in school, then may act as his worst enemy.

Some of the misdirected action of militant organizations exemplifies this position. What recourse other than acting-out is possible, if the person is to consider himself anything other than a failure? At least by acting-out, the failure is placed at the foot of the anonymous society-- usually our established institutions-- rather than with one's self. Either position is probably over-simplified and the complex problems require equally complex solutions.

We have mentioned earlier that the teacher needs special human awareness information and education if he is to work effectively with the students-- either children or adults. Extend that concept into the business world-- particularly to the first-line supervisors who--

some research reviews have found-- might be stereotyped to directly or indirectly reflect the position that-- "I worked hard and made it, so can you." These supervisors often fail to recognize the rapid changes caused by technology, the ever-increasing number of individual in the job market place, the human constraints of illness, large families, transciency and in some cases, hunger. The supervisor needs human awareness understanding as much as anyone.

Intercultural ability

When the child enters school, he enters an alien culture without the comforting support of his parents, who face the same situation when applying for a job. Teachers are among the first members of this alien culture with whom the child must deal. Often, the teachers know less about his culture than he knows about theirs.

The members of this culture communicate in ways unfamiliar to the child. They do not always show approval or affection in a consistent manner, and often confuse and frighten the child when they do not mean to. Havighurst and others report that lack of communication is the greatest problem for the excluded child. The burden of accommodating falls almost completely upon the child. He must do much more than learn to speak, read and write this new language. He may, depending on the circumstances, have to learn a whole set of new expressions and gestures and not merely speak if he is to communicate.

The child in the cross-cultural setting of the schools also needs to learn a new set of customs if he is to be accepted. The eating

habits, dress, etc., communicate to the members of a culture a person's position in that culture. This communication needs to be mastered by the excluded child as surely as the spoken language.

While all of this is taking place, one must remember that the child's original communicative system is good and correct in his own culture, that one culture is not better than the other, but that the child needs to learn about both. Knowledge and appreciation of both cultures is required if the child is to succeed in the public schools

Early childhood experiences which prepare the child for school are essential. These experiences precede what we have thought of in the past as "Headstart" opportunities. Most people applaud the Headstart activities but concede we do too little too late. In addition, we often have little continuity and articulation between the Headstart programs and the more formalized institutions of learning. This proposal suggests early experiences for children calling upon those resources we have been able to identify as "available"-- such as "The Environment" at ASU; Glen Nimineth's materials; programs and learning strategies researched by the Early Childhood Laboratory-- and at the same time developmental activities to fill existing voids must be undertaken.

The program in its totality, however, should not lose sight of the secondary populations, their needs and aspirations.

The Secondary Clients

One might reasonably ask why parents and teachers at the preschool, elementary and adult basic education levels, as well as first line

supervisors in business are considered secondary clients. Certainly, parents in the program are inherently important in terms of anticipated success. Indeed, parents have a dual role in this program: they are on one hand teachers and on the other learners.

Likewise, the "teachers" and first line supervisors are both teachers and learners-- but the teaching and learning is considerably different for all involved. For example, parents learn techniques and strategies to perform relatively low-level instructional tasks with their own children; the actual "teachers" involved help in the diagnosis and prescriptive stages by identifying the needs and potential experiences in which students may engage.

In addition, the parents are also learning those basic skills which can help them obtain and maintain gainful employment. They initiate study in those areas where they can become economically independent through "cooperative" fiscal enterprises of their own. A schedule for a given parent, then, might look like the following:

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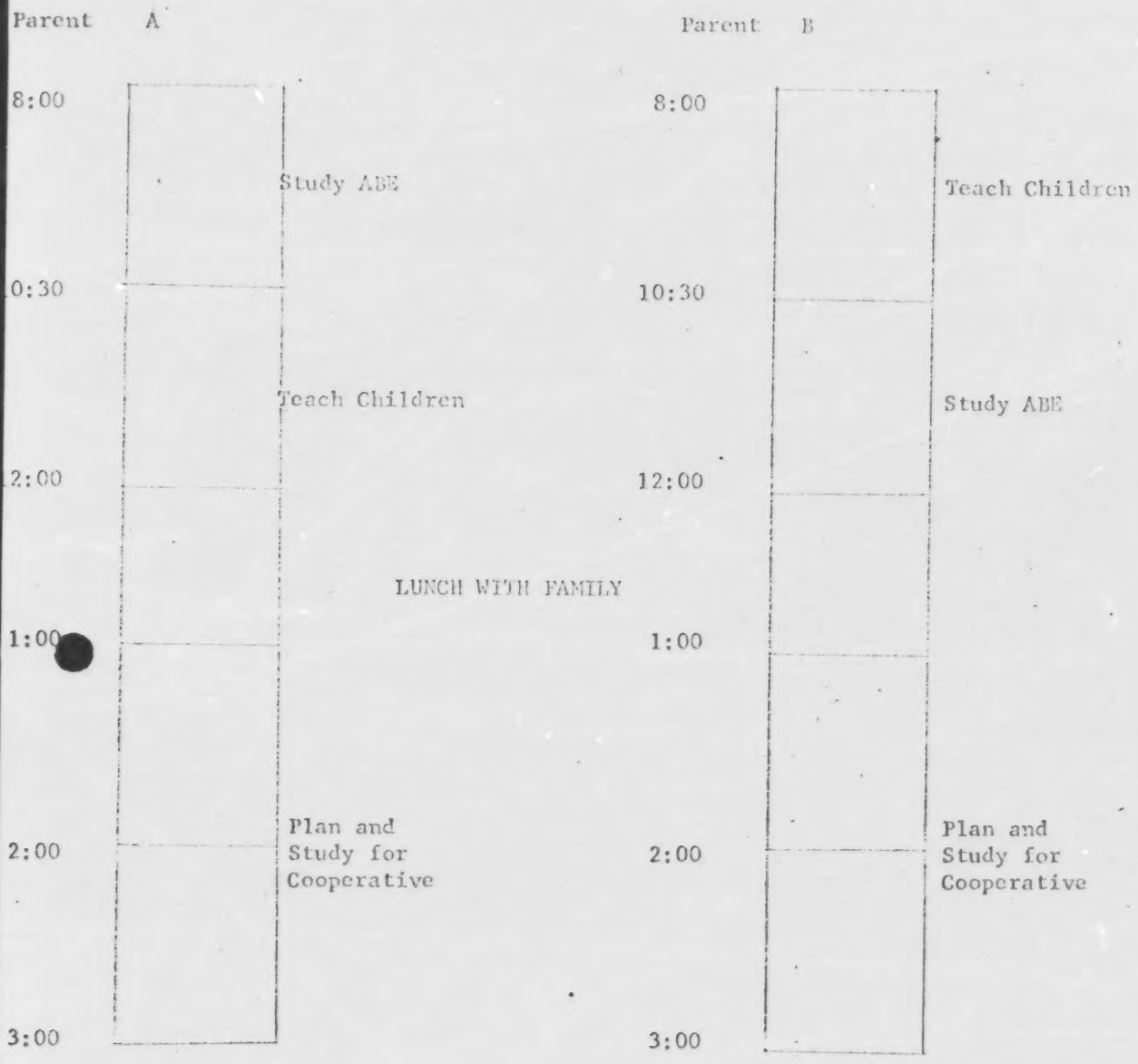


In this kind of arrangement the parents are gainfully employed at the same time they are helping their children and they receive "rewards" while they plan for the future-- a future that is defined by themselves rather than "others."

The staff for the program has a number of important tasks:

1. Assist the "teachers" in their understanding of the divergent culture.
2. Assist parents-- on an individualized and job and life basis to obtain the skills, knowledge and attitudes necessary to negotiate the educational and community systems.
3. Identify the curricular voids in order that a technical support unit can design and develop materials to meet those voids.
4. Call to the attention of specifically designated "ombudsmen" the problems such as health, economics, and legal which may be causing learning constraints.

(Obviously there are other important functions, but these examples serve to illustrate the rather wide range of role requirements necessary for the staff. Articulation of the program into the formalized system is one example of other functions.)

Appendix III is an outline which depicts some of the integral elements in the total program as they relate to the "educational" sub-categories. If the program is funded, each of these sub-categories will demand close attention. We should point out at this time, however,

that we simply don't have all the answers to all the problems; we can be putting the answers we do have to better use than we have in the past and we can search out the complete answers over a period of time.

The Management System

This proposal presumes that people wish to help themselves. At the same time the proposal acknowledges the position that all people do not necessarily have all the "tools" they need to help themselves and that assistance from certain types of technical skill groups may be required.

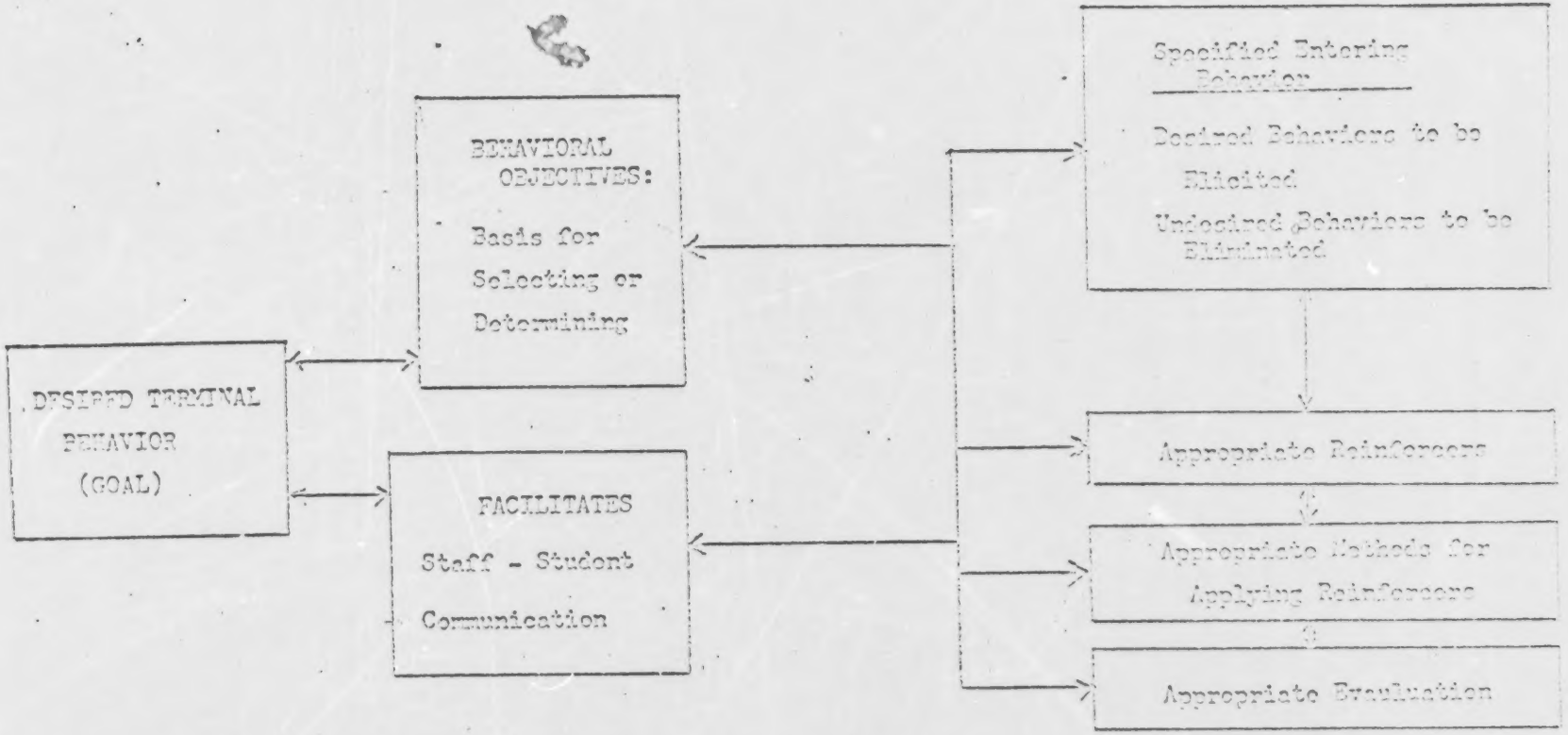
In addition, the proposal acknowledges the research of such people as Coleman and others which suggests that "disadvantaged" people must see some immediate rewards in the work they undertake-- which means to most people motivation-- and they must be able to recognize some reasonable possibility for success, if not for themselves, for their children.

(Too many times the "disadvantaged" expectation levels have been raised; this is one reason why we have so many promises to keep.)

The management system acknowledges a system of rewards that can be brought to bear on the question of motivation. A brief description of that system is reviewed in the paragraphs that follow.

The humanist behavioral modification cycle is depicted in the chart that follows. As we can observe, the first step in the process is to define terminal objectives, proceed to the selection of behavioral objectives, review the entering behaviors of the clients, determine

BEHAVIORAL MODIFICATION CYCLE



appropriate reinforcers to be used (determined in fact by the clients themselves rather than defined *a priori*), determination of the best procedures for applying the rewards and deciding how to assess the effectiveness of the rewards. All of these elements are intrinsically woven into a working relationship built upon positive communication between and within the participants. In a concise and precise statement of contingency management behavioral modification strategies, the reader is referred to two important works-- one by Bondura entitled "Behavioral Modification" and another by Ayllon and Azrin entitled "The Token Economy."

Operational Performance Requirements

The following operational requirements are presented to aid the Program development. They shall serve as guidelines for the operational implementation of the program.

1. The Motivational Environment Program shall perform those functions necessary to the achievement of behavioral objectives to criteria levels.
2. The program shall perform in such a manner as to result in a significant, measurable improvement in the cognitive, affective, and psychomotor domains of the individual student where baseline data indicates such improvements are needed and indicated.
3. The program shall function in such a manner as to enhance

the ongoing academic and personal counseling programs.

4. The program shall provide an ongoing means for self-check and evaluation for intermittent assessment of behavioral objectives progress.
5. Program operations shall provide for the phasing in of inter and intr-personal strategies, curriculum changes, reward strategies, and the general introduction of intrinsic motivators in the total environment without deleterious interruptions in the motivational system.
6. The program shall be flexible and modular to that extent necessary to provide for rapid on-line changes and re-programming.
7. The program shall provide for the effective interface with and utilization of all resources and agencies external to itself. These are to include but not be limited to the following:
   A. All federal, state and local agencies.
   B. Public social services and related state and local services.
   C. The local neighborhood community and all representative community action groups.
8. The program shall provide for feedback of its output data into the system input process on an iterative basis.
9. The program shall be open-ended and capable of continual modification as state-of-the-art data is accrued without disruption of its objectives-oriented process.

Operational Performance Activities

The achievement of program objectives requires the institution of a program of behavioral modification geared to the eliciting of positive behaviors demonstrably good for the clients. Inferentially, it is assumed that positive feedback from the behavioral regimes will provide for the satisfaction of basic needs as necessary learning and adjustment precursors, and to a significant increase in success experiences as a required affective substrate to learning. Such a behavioral program necessitates the accomplishment of the following activities:

1. Select and define those behaviors, the reinforcement of which will result in the achievement of behavioral change and program objectives.
2. Determine what are reinforcers for the individual student, for given groups if differences among those groups exist for the sexual groups, and for the general populations. A reinforcing stimulus or reinforcer is defined as "an event or consummatory behavior that leads to an increased probability of response." (Ayllon and Azrin, 1968)
3. Provide a means for maximizing the effectiveness of each reinforcer to include:
   a. a distinct and tangible stimulus event to bridge delay between the desired response and the delivery of the reinforcer:

b. social approval

4. Provide a means for assuring the response-reinforcement relation. Provision of such a means requires accomplishment of the following:

   a. obtaining some measurement of behavior when there is little opportunity to observe it directly and continuously

   b. provide for direct observations of responses under predetermined space/time conditions, i.e., at a time and in a place where reinforcement can be delivered.

   c. Select and establish that person or staff member who is to act as the reinforcing agent in each case.

   d. detail and specify as many dimensions of each reinforcer as possible.

   e. provide direct supervision of response recording and delivery of reinforcer

   f. develop a procedure for the use of multiple reinforcing agents

   g. solicit verbal report of recipient to further check adequacy of reinforcer in the transaction

5. Provide a procedure for developing the response of the recipient of the reinforcer. This will include a procedure for shaping the response using verbal prompting-shaping techniques and techniques for the priming of responses, including modeling exposure and response sampling by the recipient.

6. Provide a means for evaluating the overall reinforcement procedure.

Operational Performance Rules

The system shall operate in accordance with the following rules (from Ayllon and Azrin, 1968) which are derivatives of the system objectives and the operational performance activities:

Rule 1: Dimensions of Behavior: Describe behavior in specific terms that require a minimum of interpretation.

Rule 2: Target Behavior: Describe the desire performance in behavioral terms.

Rule 3: Relevance of Behavior: Teach only those behaviors that will continue to be reinforced after learning or training.

Rule 4: Probability of Behavior: Observe what the individual does when the opportunity exists. Those activites that are very probable at a given time will serve as reinforcers

Rule 5: Verbal Request: Whenever possible, act immediately upon every verbal request for a reinforcer. When not possible, communicate the reasons and conditions accurately to the student to solicit understanding and acceptance.

Rule 6: Variation of Reinforcer: Use man variations of a known reinforcer to discover new ones.

Rule 7: Conditioned Reinforcement: Provide a distinctive and tangible stumulus event to bridge any delay between the desired response and the delivery of the reinforcer. Consider the use of tokens because of their valuable features.

Rule 8: Multiple Reinforcer: Use many different types of reinforcing stimuli with a given individual.

Rule 9: Compatibility of Reinforcers: Schedule reinforcing activities so that they occur at different times.

Rule 10: Reinforcer Sampling: Before using an event or stimulus as a reinforcer, require sampling of the reinforcer in the situation in which it is to be used.

Rule 11: Reinforcer Exposure: At the moment of reinforcer availability, display all the stimuli that typically occur during reinforcer utilization; if possible, have the individual observe another person actively utilizing the reinforcer.

Rule 12: Behavior - Effect: Arrange the situation so that the behavior produces some enduring change in the physical environment.

Rule 13: Time and Place: Specify the time and place of the response occurrence and the reinforcement delivery.

Rule 14: Individual Responsibility: Assign one and only one individual to act as the reinforcing agent for a given occasion.

Rule 15: Dimensions of Reinforcement: Specify in physical terms as many dimensions of the reinforcer as possible.

Rule 16: Automated Reinforcement Procedure: Use automated means to deliver and record the reinforcing event whenever possible.

Rule 17: Direct Supervision: Provide systematic and direct observation of the reinforcement procedure.

Rule 18: Procedure for Multiple Reinforcing Agents:, Use different individuals to implement the delivery of reinforcement.

Rule 19: Recipient of Reinforcement Procedure: Use the report of the recipient of the reinforcer as an additional check on the reinforcement transaction.

Rule 20: Response Shaping: In developing a desired response chain, begin by reinforcing an existing response that has a component relation to the target behavior; then reinforce variations of the component that are in the direction of the target behavior.

Rule 21: Prompting - Shaping: In developing a desired response chain, begin by prompting verbally and reinforcing an existing response that has a component relation to the target behavior; then prompt verbally and reinforce variations of the component that are in the direction of the target behavior.

Rule 22: Response Exposure: Have the learner observe another individual performing the desired response.

Rule 23: Response Sampling: Require the individual to perform at least the initial portions of a desired response.

This management system, then, does not define completely "what" needs to be done--because we really don't know all that needs to be done--but the management system does describe the guidelines for "how" the tasks should be accomplished. This system, as a key in the transition process, requires the support of the staff implementing the program and the understanding of the client population.

Support Systems

We have already mentioned that technical support systems are essential. Not all of the support systems are identified at this time, but at least the following seem appropriate:

1. Materials support unit: The responsibility of this group is to identify available relevant materials and to design and develop those that may be needed. (An example of such materials development could include bilingual materials for children and adults. The videotapes currently being prepared by the University of Arizona are powerful devices of this nature which are extremely helpful in providing confidence for the non-English speaking adult who is motivated to attend an adult basic education class.)
2. Training support group: Staff members will need training in both technical skills and human skills related to affective considerations.
3. Fiscal support unit: Members of this group will be responsible for thinking through, providing for potential legal difficulties, all fiscal matters, particularly as manpower training programs relate to precise training for personnel involved in the client-designed cooperatives. The support unit individuals should never become the "mouth pieces" of the people, but it is legitimate to consider as a major function their assistance in helping the people articulate a particular position about which they feel strongly--this articulation may take the form of a presentation to the city fathers, or it may include the preparation of a "proposal" to a funding agency.

4. Trouble-shooting unit: Those included in this unit would act, principally, as ombudsmen. That is, they would attempt to identify underlying causes of problems and would assist in the resolution of some of them. It is not unrealistic to think that the activities of this unit would include finding ways to get people out of jail, locating low-cost medical aid, determining ways to obtain services from other local agencies which are due the people, but which they are unable to obtain for themselves, such as social security benefits, and other such similar assistance.

5. Accounting unit: The complexity of the program is such that careful accounting of the funds is critical. This rather high-risk enterprise will likely receive criticism from both super-liberal and super-conservative quarters. Because of this fact, close scrutiny by an accomplished business manager and staff must be built in.

6. Public relations unit: Communications for this unit is the prime responsibility--internally and externally. News releases via the local papers, television, radio, etc., are important, but even more important are neighborhood meetings, discussions with militant groups, and explanations on a face-to-face basis with local businessmen, womens' groups, and other civic organizations.

The possibility of understaffing is a crucial consideration and careful safeguards must be built in to prevent this from happening. This safeguard probably calls for a specially trained personnel unit

which has as its major concern the identification of those who can drink beer and talk family on the one hand and those who can generate the energy and work 14-16 hour days on the other--7 days a week. Complete dedication, with relatively little fiscal rewards, is necessary criteria.

These support units are those which have been mentioned as necessary over and over again by those at the grassroots level who were interviewed by the writers of this proposal. (See Appendix IV for those who assisted in the conceptual development of this position paper.)

Adult Basic Education

It is relatively easy to know what not to do to and for adult students in ABE classes. Acknowledging the major contributions made by federal, state and local ABE directors, the fact remains that we have a very difficult time recruiting ABE students and when we get them we have a hard time keeping them.

State and local project directors have offered good advice on what should be done and some of the "demonstration" projects sponsored through 309 funds have found fragmented techniques partially successful. We believe it is possible to ferret out the successful strategies and incorporate them into a total system, generating far greater outputs than we have known in the past. Certainly enough current data are available to help us know if we are attracting and holding students.

At least two points continued to crop up in our discussions with state and local directors--irrespective of the age-old consideration of dinero--and these points seemed to permeate our review whether the discussion took place in San Diego, Denver, or points in between.

First, we were told that most ABE programs were designed in such a way that students were fit to the program rather than having the program tailored to meet the needs of the students. Second, students were made to attend the very institutions where they had either dropped out or been forced out of in the past and the pupils simply were skeptical about returning to an institution where that failure might be enhanced and perpetuated. The costs were too great!

These two pieces of advice are not new; the fact remains the directors found them so difficult that it was nearly impossible to overcome the obstacles "the anonymous they" placed on the restrictions. If we take at face value the limiting factors, two recommendations become quite clear:

1. Have the recipients participate in the design of the program.
2. Take the program to the people rather than have them come to the institutions. (This probably includes individualized tutoring in the home as well as formal classes.)

The contingency management system is used both as a device for recruiting personnel into an action program--which in this case is a total family affair--and it is used to help keep them in the program once they enter. A typical schedule of an adult student was outlined earlier in the proposal, and while the specifics of the program would be individualized according to the individual needs of the adult, we would, based upon considerable past experience, anticipate activities such as the following:

A--English Oral Language

B--Bilingual alphabet instruction

C--Elementary math tasks

D--Job entrance activities (application for a job, etc.)

E--Consumer and health education

THE SWCEL has, in conjunction with other agencies such as the migrant program in McMinnville, Oregon; the University of Arizona; Visalia, California; and Midland, Texas; developed beginning materials that have been field-tested and they can be used as starter assignments while other materials are developed; this presumes a thorough diagnosis of the learner's needs. The cumulative diagnosis pattern designed by the Chandler Learning Center in Chandler, Arizona, contains the necessary instrumentation for taking a look at the overall entering behaviors of clients.

In addition to being experts in their subject specialties, ABE teachers need at least three unique competencies to work with the clientele mentioned in this position statement--and special instruction, therefore, is necessary. These three areas include:

1. The ability to write and use behavioral objectives.
2. The ability to understand and use ESL technical skills for instruction.
3. The ability to understand and use, positively, what is known about the culture of the people in order that those characteristics become pluses rather than minuses. (Some teachers "punish" inadvertently because they are simple unaware of some cultural directions.)

This type of special training is needed prior to the inauguration of the program and periodic up-dating is required throughout the program. The continuous in-service training from an external technical support unit often serves as much as a therapeutic device as it does a teaching-learning device.

A careful review of on-going action programs for Spanish-speaking adults has already been completed and is available through three clearing-house systems--Syracuse, Las Cruces and Albuquerque. In addition, State Directors of ABE in New Mexico, Arizona and California have helped to provide resource materials for use with all ABE levels of students as those materials are related to the Spanish-speaking adult. (Please see Appendix V for the type of evaluation document that has been used to assess the effectiveness of these materials; ABE teachers completed the assessments.) These two contributions which have already been completed should help program managers know what is available, what can be learned from past experience, where voids exist, and what immediate action is necessary to cover those voids.

The ABE program then, is one of considerable comprehensiveness. In addition to the types of ABE involvement already mentioned, this is also the time the parents learn to become teacher aides, which, in our definition, means the parents perform many low-level instructional activities. The idea is to provide the parents with the skills necessary to help their own children learn, while at the same time learning themselves. We believe student progress will serve as a strong, intrinsic

motivational device for the parents and that parents will want to continue to learn not only because they want to help themselves but because they want to help their children.

This means, then, that role distinctions in the instructional process for adults must be designed in such a way that their tasks are challenging but not frustrating. Such frustration would allow them to continue to wallow in negative failure episodes. The appropriate balance of tasks is a great challenge to the program managers.

Much more could be written about the ABE thrust, but the following chart may serve to illustrate the various components that are included in the broad spectrum of the plan.

COMPONENTS OF A SYSTEMATIC APPROACH TO THE TASKS

(Integrating Resources)

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Early Childhood Program

ABE

Manpower Training and Economic Development

Program Staff

Appropriate Technical Support Units

ECONOMIC DEVELOPMENT MODEL

Introduction

In terms of the number of people directly or indirectly involved and the impacts upon them and upon society as a whole, unemployment has probably been the most important single factor in job-connected economic insecurity in this country for the past half-century. Stating this in a more affirmative manner, establishing employment opportunities and making economic development available to individuals in our society could be the most important single factor in the elimination of blight and poverty in the economy.

The available statistics indicate that the traditional federal assistance and welfare techniques have failed to reduce the ranks of the poor to any degree. While some progress has been made, the major problem area of generating a structure or a movement that will allow the poor that sustained power base for economic and social sustenance has not been produced.

This program is intended to coordinate the existing programs dealing with manpower projects to further the mobilization of community resources to develop opportunities for jobs and better jobs, and to open the way for the poor to move into these developing opportunities.

This will be proposed following such procedural objectives as:

1. Utilization of the CAMPS mechanism.
2. Utilization of a horizontal and vertical structure.

CAMPS is a mechanism which was established as an interagency coordinating committee to function at local, state, regional and national levels to achieve a cohesive working relationship in the administration of training programs which involve federal funds. In reality, this committee attempts to keep track of what each agency is doing and develop linkages between programs.

However, CAMPS is lacking in the capability to produce action programs. A model such as the one being proposed can make maximum use of CAMPS resources and CAMPS could, in turn, use the proposed structure for the realization of concrete programs.

In order that any manpower effort succeed, the programs must be structured both horizontally and vertically. Horizontally, the programs must involve (at every level: local, state, regional, federal) practically every agency and institution concerned with manpower.

Vertically, the program begins with the involvement of the poor who need employment assistance and extends upward through counseling, training and education employment and the provisions of opportunities for increasingly-better employment. Specific objectives on how this is to be accomplished will be discussed in the Economic Development Model portion of this paper.

The success of the type of effort proposed here will of necessity develop through agreement and commitment of the many agencies involved. Such a program must maintain a high degree and a high order of flexibility

and wide latitude for innovation. Therefore, the components following are more in the nature of guidelines and goals, rather than a rigid schedule of obligations which have been determined.

Economic Development Model

It becomes appropriate at this time to discuss the Economic Development Model. We have opted to divide the model into two major areas:

1. The Concept.
2. Examination of the Model.

In the discussion of the concept it becomes necessary to relate the conceptual process stages. There are four major vertical categories of the model:

1. The Process stage.
2. Objectives of stage.
3. Problems to be expected.
4. Possible methods used to achieve objectives.

It is important to emphasize that this discussion refers to a developmental process consisting of stages, objectives, problems and methods of achieving objectives.

The developmental process consists of five stages:

Stage I: Organization. An organization is formed with the objective of bringing together a group of individuals dissatisfied with conditions as they see them. Some of the problems which can be expected

are difficulty in obtaining necessary working capital, and the possibility that individuals may see the organization as serving only their self-interest. Some possible methods for achieving the objectives would be the establishment of a legal entity designed to satisfy felt needs of individuals in the group, obtaining the working capital necessary to begin income-producing operations and finally attempting to get support from the community at large.

Stage II: Firming up the group. The objectives at this stage are to make the organization stable as a small income-producing enterprise and to unify group members into a strong organization. Some of the problems to be expected are that some of the individuals may feel that some members are benefiting more than others and members may not have much faith and trust in the chosen leaders. To guard against problems and to achieve the desired objectives, the strategy for Stage II is to have leaders chosen by group members. In addition, a concerted effort to make members aware of possible economic and social benefits for all members if all members work together.

Stage III: Development of awareness and provision of management skills (ABE). By this time the objectives have become more complex. The attempt now is to achieve a solid base upon which later stages can be built. The plan is to identify a small core of well-trained managers for the organization. One of the anticipated problems will be the fact that the members may not see the need for certain measures necessary for

business success of the organization. In order to achieve the goals the business should become profitable enough to satisfy economic needs of all hardcore group members. At this point semi-formal business management classes (ABE) should be set up. See attached as an example of an ABE management curriculum. During this stage the managers will be allowed to learn by doing with chance to make mistakes.

Stage IV: Development of interpersonal skills and problem-solving capability of the group. The objective now becomes the development of capability of the group members to solve crises of interpersonal nature which tend to destroy the group. The intent is to nurture a mature, healthy organization. One of the problems to guard against at this stage is the possible conflicts caused by conditions that exist in the low-income environment may open hostility among group members at high level. These problems might be avoided by the formation of T-group sessions with group members and in general, openness in discussion and treatment of interpersonal conflict within the group.

Stage V: Organization as a voice for organization members and lower-income groups in general. This stage strives to have the organization actively represent the interests of lower-income groups. One of the possible obstacles at this point might be that group members may not wish to deal in controversy if they are not satisfied. This can be overcome if the leaders of the organization become active spokesmen in community issues affecting lower-income groups. A practice of informing

group members of facts in important community issues should be developed as part of the normal business activity of the organization.

Moving from the theoretical to an actual model, the following is presented as an example of how this concept was implemented.

In the fall of 1968 a group of down-and-out Mexican-Americans began talking with community organizer Luiz Juarez about getting for themselves a share in the affluent society. When first contacted by Juarez, the men were at the bottom of the economic heap because of poor health, war injuries, lack of education, language problems and police records.

During several meetings with Juarez and others, the men began to realize that among them they possessed a number of skills.

They talked about pooling these skills and their individual energies. They thought that perhaps they might be able to create their own doors to economic opportunity--that perhaps this strategy might yield better fruit than individually beating their heads against closed and locked doors.

Thus, Albuquerque Building Cooperative was incorporated January 10, 1969. The organization itself was formed in October of 1968 as a result of a desire to participate more fully in the economic benefits which a model cities program might bring to Albuquerque. The membership not only expressed a desire to participate in the employment aspect, but wished to begin any effort toward developing business enterprises which would offer

more lasting benefits--that is, the membership would not only be employed but would also own the business. It was hoped that as businesses were established, jobs would be created for the membership.

With this basic idea in mind, the membership began doing small remodeling jobs under the supervision of Jim Valdez, general contractor and Vice-President of the Cooperative. As small jobs were carried out here and there, ten per cent of the contract was placed into a fund which would be used to purchase materials, tools or other basic items for operation. As this fund from the building projects grew to $1,186 from a $3.00 donation, the Coop initiated two significant projects--a management training program for twenty-two members and the purchase of a shoe shop. Since all of the membership but the manager were dropouts, the group felt that a training program which could impart to them the essential concepts of cooperatives, bookkeeping, bidding, contracting and personnel management was necessary. The management training program ran for eight weeks.

The shoe shop was opened on May 15, 1969, with one supervisor and three trainees. Thus far, this project has been self-supporting, and future plans include opening another shoemaking shop on the University of New Mexico campus.

Economic, Cultural and Attitudinal Changes

The structure of the Albuquerque Building Cooperative offers a great opportunity for economic improvement since it is incorporated as a

multi-purpose cooperative; thus enabling it to enter into any project which will provide more employment for its membership. The projects upon which the emphasis is placed are those for which there is an immediate need in the community and which offer a steady and quick return. An example of this is the shoemaking business. There are no other custom shoemakers in the City of Albuquerque. This provides a steady market since the prices for which the custom-make shoes can be made are competitive with a good-quality manufactured product.

The economic improvement of the cooperative can be substantiated by checking the financial statements of that organization. However, just as important is the individual economic improvement of the membership. For example, the shoemaker involved in this enterprise was living in a two-room adobe shack with the twelve members of his family. He had been living in these conditions for four years; he had been unemployed for five years, making his living with sporadic employment and from charities. The Coop found that he had made shoes in Mexico and El Paso, Texas, for some twenty years. After feasibility studies, the members decided to go into this business and the machinery was purchased and the location rented. The shoemaker has now managed to move into a four-bedroom home, and his son-in-law, who was also living with him and is also a member of the Coop, has been able to move into his own home.

The building project has created opportunities for young men as well as old to improve themselves economically. Some of the older men who will

not be hired elsewhere are able to work with the Coop since the members attempt to place the men on jobs which they can perform. The younger men are also able to work a great deal more because the members with whom they work seem to be more tolerant and understanding of their little idiosyncrasies. This tolerance and understanding gives the younger men time to experience the economic returns plus the benefit of an informal counseling situation without which no amount of economic return would be really beneficial.

The structure of the Albuquerque Building Cooperative permits dissemination of the benefits for the total community as the projects are expanded and initiated. Not only does a person who is employed by the Coop become an employee, but he becomes a full-fledged shareholder. Thus, there is the element of a community corporation in the Albuquerque Building Cooperative.

One of the most essential aspects of the Coop for economic improvement is the manner in which the member becomes a shareholder. The member is given credit for hours worked, for activities attended and for time spent assisting fellow Coop members with personal problems. The individual member gains points for attending meetings and helping other members of the Coop as well as for actually working. Since most of the membership could not afford to buy shares as is customarily done in most cooperatives or other business ventures, this point system seems more satisfactory for this group.

The cultural benefits to be derived include the creation of projects for which the men are suited. The projects are those which the communities can support (this is a strength because any federal program supplements what is there and does not become the essential foundation), and some of the projects which are planned, such as the shoe shop, preserve some of the trades in which the members have historically participated. The most important cultural trait that is being revived by the Coop is the family and extended family unit. The members are able to bring in relatives who owe allegiance to each other; thus strengthening the cooperative spirit. In addition, the Coop was organized with representative officers from all the "barrios" in Albuquerque, which created the situation for broadening its base easily.

At this point one of the most significant aspects of the Albuquerque Building Coop has been the changes of attitudes that have taken place within the membership. The older members carry on a continuous informal counseling process with the younger members. The younger members who are the most literate aid the older men in areas such as bidding, interpreting and writing. The barrio lines have been crossed in such a way that the members feel a sense of community. Of course, the members also share the same socio-economic status which they wish to change. The members now feel a sense of accomplishment because they have been successful in an attempt at self-help. Their services have been requested on a consultant basis by OEO, VISTA and the local Model Cities Program.

In addition, some of the administration has attended the bookkeeping course given by the Farmland Cooperative under the auspices of the Cooperative League of America.

The Albuquerque Building Cooperative is an example of how the economic development model process has been successfully implemented. Through this process came about the successful evolution of a combination of ABE, economic development and the creation of jobs and income for the poor.

APPENDICES

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BILINGUAL/BICULTURAL EDUCATION
SOME PROBLEMS AND SOME SEARCHES FOR ANSWERS: A PROPOSAL

BACKGROUND

Title VII of the ESEA could prove to be one of the most significant pieces of legislation passed in the recent decades. Based upon a series of documented research findings, the non-English speaker has had less than anything approaching reasonable success in his efforts to negotiate the school systems. While it is probably true that the educational establishment must and can change for the better, Title VII like other government-funded programs may fail to reach maximum effectiveness if creative and imaginative approaches are not found to resolve some of the problems that now exist.

PROBLEMS

Listed below are some problems which currently reduce the chances for optimal end results. (There are surely enough critics about the various programs as well as the Office of Education operating procedures. This outline is not another which bemoans existing practices, it is one which applauds the efforts which have already been made and subsequently suggests a procedure that might be followed to test one or more models, ultimately resulting in additional benefits to those very much in need.) The problems below may or may not fall within the governance parameters that jurisdictionally are controlled by specific agencies; our hunch is, however, that more effective delineation of guidelines and responsibilities can be accomplished with careful study and necessary personal commitments of time, energy and effort to the tasks.

1. Local educational agencies often have neither the time nor the competency to put together well-founded proposals.
2. Many agencies within a prescribed community often attempt to attack similar types of problems, often competing for the same funds without being cognizant of the work being attempted by the other agency.

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3. Multiple projects in a given area--essentially directed at the same critical issues--when funded often result in a duplication of effort, confusing administrative duplication, and in some cases unfortunate in-fighting.
4. Federal guidelines often are designed in such a way that individual proposals often need to be written differently and submitted to different agencies even though the proposals often are a part of attacking a "big picture" that a single, fragmented effort cannot possibly overcome.
5. Proposal submission deadlines, review dates and fund award dates are different for different agencies causing fractionation of effort.

ASSUMPTIONS

The problems listed above are just some of those that are frequently voiced by educators and others who depend upon some support via the federal funding route. It is our hypothesis that these problems can, indeed, be overcome. This hypothesis is based upon one or more of the following assumptions:

1. Local, state and federal personnel are interested in resolving the problem.
2. Time and energy, coupled with difficult administrative problems, have in the past prohibited the type of conscientious review and resolution of the problem. Many people, including Commissioner Allen, have called for a variety of schemes to exploit, positively, the scarce financial resources by combining proposals and resultant thrusts.
3. Bilingual/bicultural education can become effective only when efforts to get at the parents can be combined with efforts to get at children. This suggests that funds from such agencies as BEPD, Title VII, ABE, Title I, Title IV, and others must pull together a critical mass of resources to focus on the problems.

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4. Submitting proposals t[illegible] different organizations is burdensome, unrealistic and unnece[illegible].

5. Greater dissemination of findings and information would result if consortia were funded rather than individual, isolated programs. Reduction of the "reinvention of the wheel" syndrome would be accomplished.

ACTION IS NEEDED?

If supported, this proposal w[illegible] begin a double-barreled effort to get answers to some of the problems. More specifically, the logistics of the operation would proceed as follows:

Task Force I

1. Obtain and review guidelines from BEPD, ESEA Titles I, IV, VII and from ABE.
2. Ascertain similarities and differences in the guidelines related to such factors as:
   a. Qualifying agents
   b. Priorities for funding
   c. Calendars of events--(Proposal submission and funding dates)
   d. Latitude in guidelines, e.g., what guidelines might be flexible enough to permit "other" arrangements.
   e. Facts on state or direct federal approval
3. Develop "model" set of guidelines that would permit funding from multiple federal sources while at the same time maintaining the legal parameters established by Congress.

Task Force II

1. Meet with representatives of "strong" on-going programs for each of the federally-funded divisions established above. This meeting should be scheduled in conjunction with representatives from OE,

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Regional Offices of Education, State Departments of Public Instruction, and so forth.

2. Develop three alternative "model" programs that would pull together a number of different agencies within a given political area to apply a critical mass of resources on the problem of bilingualism/biculturalism.

When Task Forces I and II have completed their work, pilot programs will be funded to field-test the models. (At this date we do not anticipate looking for entirely new programs to fund; it should be possible to "piggy-back" off of already funded projects.

CALENDAR

The project should begin immediately.

FUNDING

The approximate cost of the proposal is $12,000. This includes the following breakdown:

Project Director	
Six months @ $1,000/month	$ 6,000
Clerical Assistance	
Six months @ $300/month	1,800
Materials and supplies	200
Travel	
Director	
Two RT (Washington to Albuquerque)	400
Representatives from other agencies (7) Average $100 RT per person	700
Consultant Expenses	
Consulting fee	
Seven @ $75/day - two days each	1,050

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Thirty days per diem @ $20/day	$ 600
Indirect Costs (8%)	860
	$11,610

We propose that the cooperating agencies agree to co-sponsor the proposal dividing the cost of the study equally between agencies. This amounts to approximately $2,400 assuming five agencies participate.

Southwestern Cooperative Educational Laboratory
117 Richmond Drive N. E.
Albuquerque, New Mexico 87106

July 23, 1969

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APPENDIX II

INTER-SYSTEMIC GOVERNANCE FACTORS IN THE DEVELOPMENT PROCESS OF MEXICAN AMERICANS

I. Roles of the federal government.

A. Rational directional-sensor of systemic pressures and needs.

B. Priority discriminator.

C. Catalytic inputs.

D. Relative responses to systemic diseconomies.

II. State and local governments as intervening system-level variables.

A. Commonality and diversity of objectives contrasted with federal government.

B. Dislocation of power controls through energy development.

C. Dilemma of adaptation to systemic development changes (political, economic, social).

III. Emergent forces in development process.
(minority pressure organizations)

A. Dependent state, limited systemic involvement.

B. Undeveloped latent energy.

C. Perceived systemic diseconomy to national and state-local systems.

D. Reorientation of system priorities.

IV. Strategic options (federal) for systemic development.

A. End-runs (bypassing of state and local intervening variables).

B. Abdication of catalytic inputs by federal to state-local administration.

C. Pragmatic synthesis of federal-state local-emergent collaboration (consortia concept).

GOVERNANCE MODEL

Control Continuum

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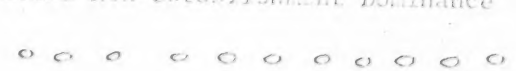
A. Total Establishment Dominance

B. Majority Establishment Dominance

C. Co-equal Dominance

D. Majority Non-establishment Dominance

E. Total Non-establishment Dominance



FORMAL ESTABLISHMENT PATTERN

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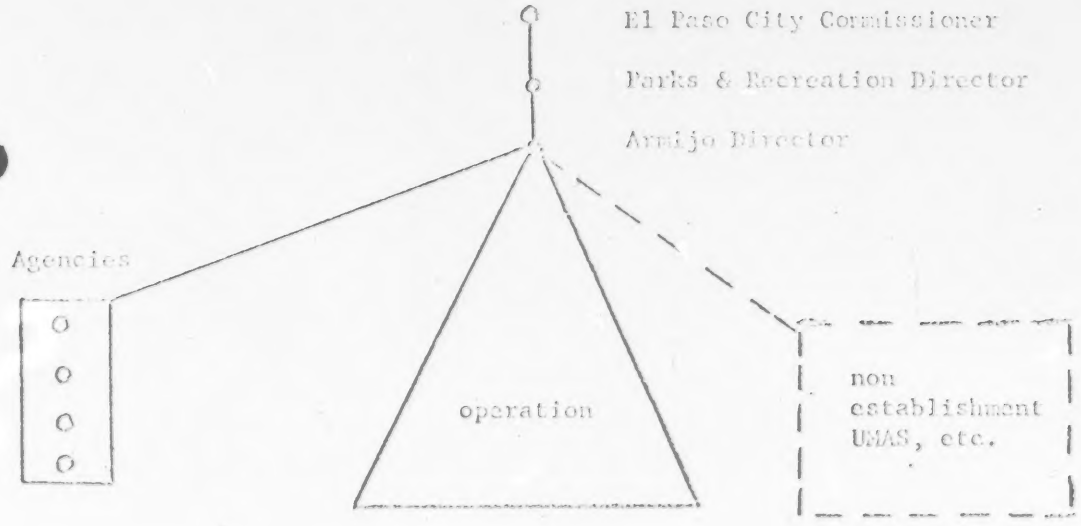
(ARMIJO CENTER)



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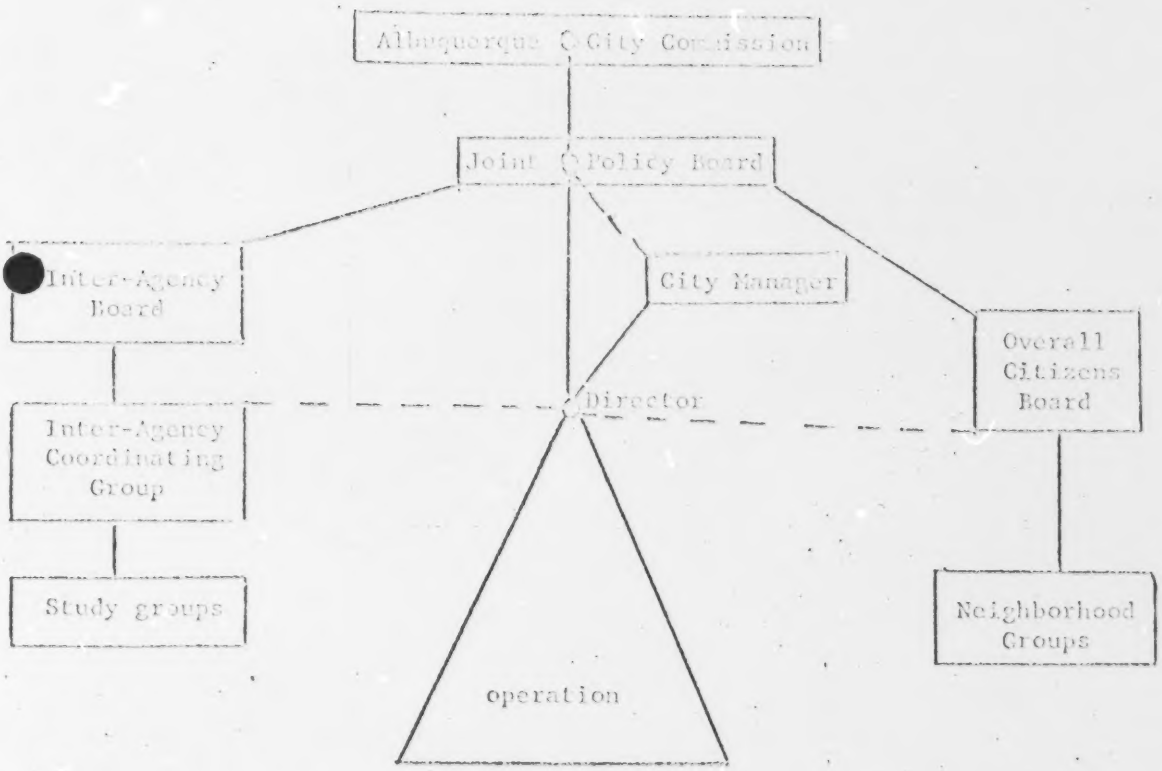

CITIZEN-AGENCY CONTROL

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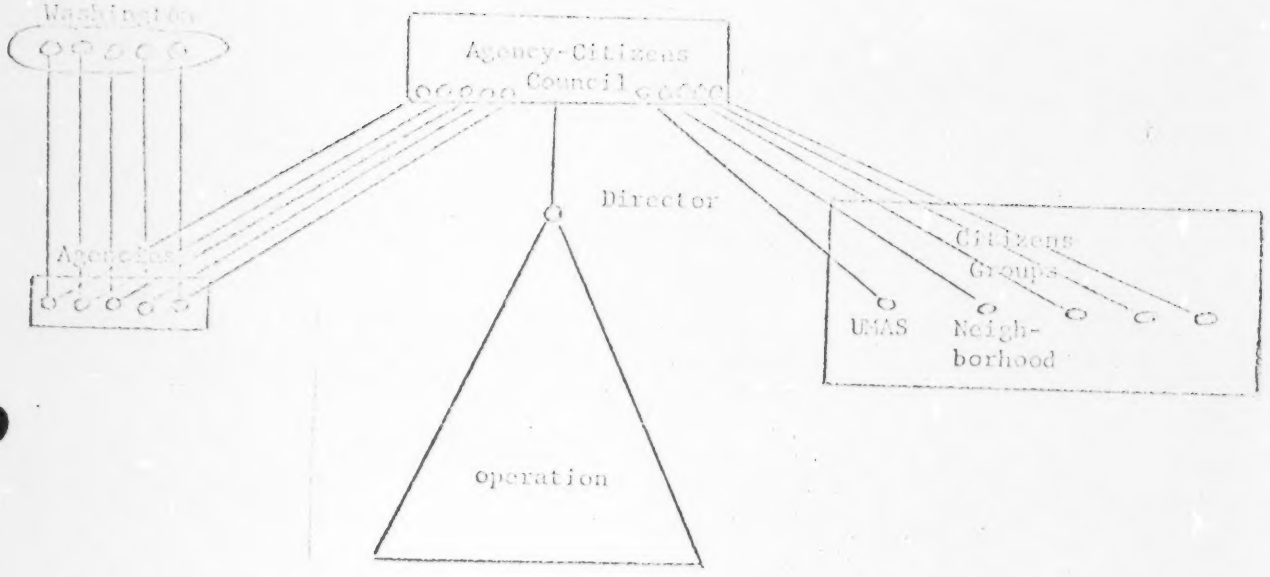

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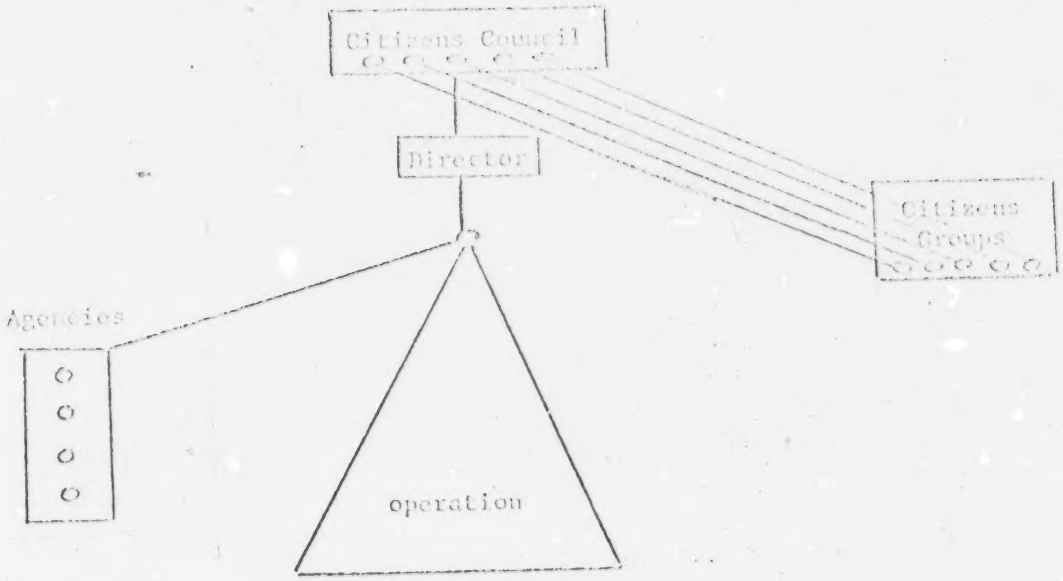

APPENDIX III

RESEARCH AND DEVELOPMENT NEEDS AND PRIORITIES FOR THE EDUCATION OF THE SPANISH-SPEAKING PEOPLE

A Bureau of Research Project

Undertaken by a Selected Committee

for the

Southwestern Cooperative Educational Laboratory, Inc.

A Report Prepared

by

Dr. Atilano A. Valencia

July, 1970

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I. INTRODUCTION

Through the years, the language and other cultural references of the Hispano-Mexican have been deleted from educational content and methodology. Many contemporary Mexican American scholars and Anglo social scientists contend that negative attitudes about using Spanish and practicing other elements of the Hispanic-Mexican culture have developed because of cultural omissions in the curriculum, or by school people who actually encourage Mexican American youngsters to drop their native cultural practices.

Today's statistics clearly reveal that the Mexican American, on the average, drops out of school at a percentage significantly higher than the Anglo. It also is well documented that the Mexican American achieves about four years less education than the Anglo. Unquestionably, a serious deficiency exists in today's educational system. If we are to accept the existence of a multicultural America, the school must begin to seriously examine its shortcomings in terms of ethnic groups other than the Anglo-American. This means that prospective programs must be based on the most pressing needs of the Mexican American in today's society.

During the 1960's, federal monies were made available for various types of programs for Mexican Americans. Needless to say, these were simply the beginning. A more intensive effort is needed. However, considering the scarce resources available to meet critical issues, duplication of effort and "re-invention of the wheel" must be avoided. A planned systematic approach to determine research and development needs (and priorities to get at these needs) is urgently needed.

In December, 1968, Armando Rodriguez from the Mexican American Affairs Unit, HEW, USOE, met with Dr. James Olivero and Dr. Atilano Valencia of the SWCEL to discuss means for attacking this problem. As a result of this meeting, the SWCEL accepted the assignment to initiate a project that would, in essence, identify priority areas of educational needs in terms of the Mexican American. The project findings ultimately would provide information on the status of research and/or development in 20-25 problem areas. It was expected that this type of data would be disseminated to various agencies and institutions (funding, and research or program oriented). It was further expected that this would have dramatic implications in allocating fund and extending research and research in areas that are clearly classified as "high priority." In December, 1968, a total of $19,260 was approved by the Bureau of Research, USOE, to carry forth the proposed project.

Three major phases were proposed to achieve the objectives of the project:

1. Identification of needs and delineation of 20-25 problem areas for further examination.

2. Development of one or more position papers based on each of the problem areas delineated in Phase 1.

3. Synthesis and review of different points of view on a priority basis to ascertain the following: (a) problems requiring further research before a development project can be undertaken, and (b) problems with a broad enough research based for development projects to be recommended.

To accomplished Phase 1, a committee of experts from various fields of specialization (education, sociology, psychology, and research) was selected. Their role was to:

1. Identify and select 20-25 high priority problem areas relative to the education of the Mexican American.

2. Identify scholars in the country to provide an in-depth treatment of the problem area (based on their knowledge and previous research) through a "state-of-the-art" paper. It was expected that the papers would provide the following elements:

    a. Nature and scope of the problem
    b. Status and research on the topic (depth, scope and research efforts in the area of need)
    c. Suggested research emphasis
    d. Methodological considerations

Phase 2 was envisioned as an outgrowth of the action initiated in Phase 1. The principal objective in Phase 2 was for the SWCEL project coordinator to enlist the services of position-paper writers suggested in Phase 1, as well as to coordinate activities relative to the collection and distribution of copies to Panel 2 participants.

Phase 3 included a third group of experts, composed of members from the first panel, whose purpose was to carefully analyze and review all of the position papers to determine and recommend problem areas that need to be researched or are ready for program development.

Specifically, the second committee was to:

1. Establish priorities for research and/or development.

2. Differentiate between problem areas requiring further research from those with a broad enough research base for program development.

3. Within a given problem area, ascertain what further research is needed prior to the development stage.

4. Based on evidence given in problems with a sufficiently broad research base, determine the types of development projects to be undertaken.

5. Suggest, if possible, dollar investments for the various research and development projects.

Based on the project findings and recommendations given by the second panel of experts, a final report was to be compiled by the SWCEL Project Director and submitted to the Bureau of Research.

II. PROBLEM AREAS FOR RESEARCH AND/OR DEVELOPMENT

The First Project Research Task

The first task undertaken in the project was the construction of an instrument that would facilitate the identification of problem areas related to the education of the Mexican American. A copy of this instrument is provided in Appendix A. This instrument was mailed to approximately 50 scholars, practitioners, etc., who are familiar with the most acute needs in the Mexican American population, and/or who are working in communities or programs in which Mexican Americans are found. These findings provided a basis for the identification and delineation of high priority problem areas by the first Task Force Committee.

Panel 1 Proceedings:

On October 17-19, 1969, the first committee of experts met to identify 20-25 problem areas for further treatment by prospective position paper writers.

The panel consisted of:

Dr. Tom Carter
Department of Sociology
University of Texas at El Paso

Mr. Edward Casavantes, Deputy Chief
Mexican American Studies Division
U. S. Commission on Civil Rights
Washington, D. C.

Dr. Charles Leyba, Director
Project Maestro
California State College at Los Angeles

Dr. Julian Nava
San Fernando State College

Dr. Uvaldo Palomares
Human Development Training Center
San Diego State College

Mr. Henry Ramirez, Chief
Mexican American Studies Division
U. S. Commission on Civil Rights
Washington, D. C.

Dr. Mari-luci Ulibarri
Cultural Awareness Center
University of New Mexico

Dr. Atilano Valencia, Director
Related Programs for Mexican Americans
Albuquerque, New Mexico

Dr. David Ballesteros
Mexican American Affairs Unit
HEW, USOE
Washington, D. C.

The topics assigned to position paper writers were:

1. The Mexican American in Higher Education

2. Variables Which Tend to Affect (Impede or Retard) Learning of the Mexican American in American Education

3. Self-Image and Stereotypes of the Mexican American and Effects on Learning and Educational Aspirations

4. The Effects and Implications of Culturally Pluralistic Education on the Mexican American

5. Problems Related to the Availability, Use and Effects of Present American Testing Instruments and Methods with Mexican Americans

6. The Present Status of Publications About and By Mexican Americans and Strategies to Facilitate and Increase Publications Efforts

7. Educational Materials and Media and Their Relevance to the Mexican American Learner

8. An Analysis of How Change Has Taken Place in Changed Institutions and Their Educational Implications for Mexican Americans

9. Desirable Behavioral Modifications of Teachers with Relationship to the Mexican American

10. The Psychological and Learning Effects Relative to Restricting or Using the Native Dialect (e.g.: Pochismo) of the Mexican American Child in the Anglo American School

11. Identification of Mexican American Formal Organizations, Their Structure, Political Power, and Problems in Promoting Educational Programs and Opportunities for Mexican Americans

12. The Effects of Vocational and Technical Education on Mexican Americans

13. Assessment and Relative Effects of Reading Programs for Mexican Americans

14. Identification of Effects of Harassment on the Mental Health of Mexican American Children

15. Utilization and Effects of Mexican American Para-professionals in Educational Programs Related to the Spanish-speaking Student

16. The Effects of Transitional Cultural Marginality on the Personality and Education of the Mexican American

17. Mexican American Deviant Behavior and Its Relationship to Education

18. Current Retardation Procedures and Their Psychological and Social Implications on the Mexican American

19. The Effects of Depicting Hero Models (Through Content) in Shaping Favorable Attitudes Toward Self and Culture

20. The Effects of Current Counseling (Screening) Methods on the Educational Choice and Career Aspirations of Mexican Americans at Institutions of Higher Learning

21. The Positive and Negative Effects of Chicano Militancy on the Education of the Mexican American

22. Chicano Community Action Efforts at the Local Level and Their Effects on Promoting Educational Change for Mexican Americans

23. The Status and Effect of Current (Public Relations) School Media on Mexican American Parents

24. The Status and Educational Effect of Head Start Programs (Pre-Elementary) on Mexican American Children

25. The Extent and Educational/Social Effects of Peer Group Influence Among Mexican Americans

26. The Status and Effectiveness of Programs in Adult Education: A Study of Adult Education of the Mexican American -- Past, Present, and Future

III. RECOMMENDATIONS FOR FURTHER RESEARCH AND/OR DEVELOPMENT

Panel 2 Proceedings:

Twenty "state of the art" papers were composed and submitted by selected writers to be reviewed by the second panel. Panel 2 was represented by:

Dr. Tom Carter
Mr. Edward Casavantes
Dr. Charles Leyba
Mrs. Geraldine Palomares
Dr. David Ballesteros
Dr. Manuel Ramirez
Dr. Atilano A. Valencia

It was found that the content of the papers varied quantitatively and qualitatively. Here, the cross-disciplinary and scholarly representation of the Panel proved advantageous. Because of the high caliber of the Panel members, recommendations beyond those given in the papers were formulated. These recommendations are presented in the following section.

AN ANALYSIS OF HOW CHANGE HAS TAKEN PLACE

IN CHANGED INSTITUTIONS AND ITS EDUCATIONAL

IMPLICATIONS FOR MEXICAN AMERICANS

Recommendations for Research:

The Committee recommended a research project that will focus on the types of actions or changes undertaken by different institutions rather than on institutional content. The study would incorporate two major thrusts:

1.0 Conceptualization of an institutional typology to differentiate between institutional types and program types.

2.0 Identification and analysis of institutional changes occurring in selected institutions and program types. This would take into consideration:

2.1 Differences in institutional approaches in coping with given problem areas or conditions, which have resulted in institutional changes.

Recommendations for Development:

The Committee proposed the development of an educational program for adult Mexican Americans to provide the following:

1.0 Information on the advantages of organizational structure, unity, and group goals.

2.0 Political information on local, state, and national issues affecting Mexican Americans

3.0 Familiarization with strategies and tactics to deal effectively with the power structure.

4.0 Leadership training relative to political and other types of community organizations.

ASSESSMENT AND RELATIVE EFFECTS

OF

READING PROGRAMS FOR MEXICAN AMERICANS

Recommendations for Research:

1.0 Given the present level of research in reading, an analysis is recommended to draw upon theoretical data that are applicable to the development of innovative programs for Mexican Americans.

2.0 A survey of ongoing bilingual and/or reading programs, especially designed to cope with the reading needs of Mexican American children, is recommended. This study would determine:

2.1 The availability and generalizability of bilingual reading materials for Mexican American children.

2.2 The availability of reading materials with particular reference to the experiential background and cultural heritage of the Mexican American child. These, too, would be analyzed in terms of generalizability to Mexican Americans at various income levels and geographical locations.

2.3 The survey would include an assessment of innovative teaching strategies related to the reading needs of Mexican American children.

Recommendations for Development:

1.0 The Committee recommended the establishment of a reading research and development center. This center would tend to check duplication of effort in various problem areas relative to reading, and would serve to utilized personnel, materials, and money resources more efficiently

2.0 Based on the aforementioned research or surveys, the center would undertake development as follows:

2.1 A bilingual reading program, with initial instruction in the child's vernacular. But it also would recognize the heterogeneity of the Mexican American population.

2.2 Materials development would draw from a theoretical base, as well as from materials already developed and proved successful. Moreover, it would incorporate innovative ideas that require further pilot or field testing.

2.3 The proposed model reading program would reflect the cultural experience and heritage of the Mexican American child, with particular reference to family, economic status, degree of acculturation, and geographical location.

2.4 The teacher-training model would include:

- 2.4.1 Multisensory processes
- 2.4.2 Development of the teacher as a change agent
- 2.4.3 Emphasis on the interpersonal relationship between the teacher and the child
- 2.4.4 Bilingual teachers and teacher-aides, and their related roles and responsibilities in the instructional program

CHICANO COMMUNITY ACTION EFFORTS AT THE LOCAL LEVEL

AND THEIR EFFECTS IN PROMOTING EDUCATIONAL CHANGE

FOR MEXICAN AMERICANS

Recommendations for Research:

1.0 The Committee recommended an intensive survey of Mexican American involvement in community affairs in different geographical areas (regional and urban versus rural). The study would deal specifically with problem areas related to the Mexican American population and would include:

1.1 Assessment and analyses of ongoing programs

1.2 Strategies which have proved successful in generating Mexican American involvement

1.3 Degree of involvement by various segments of the Mexican American population (age groups, veterans, etc.).

Recommendations for Development:

Based on the foregoing research, an inexpensive booklet would be designed. This would give a description of models and strategies relative to Mexican American community involvement and implications for change. This would then be disseminated to interested agencies, institutions, organizations, and people who are currently involved in community action.

DYNAMIC UTILIZATION OF MEXICAN AMERICAN PARAPROFESSIONALS

IN EFFECTIVE EDUCATION PROGRAMS

FOR SPANISH-SPEAKING STUDENTS

Recommendations for Research:

The Committee proposed a survey of programs specifically designed for Mexican Americans where paraprofessionals are utilized. This would include the following:

1.0 Selection Criteria

- 1.1 Degree of Bilingualism
- 1.2 Experiential background in Mexican American communities
- 1.3 Concern for the educational and socio-economic needs of Mexican Americans, particularly the low-income communities.
- 1.4 Ability to relate with Mexican American children
- 1.5 Evidence of interest in becoming a teacher

2.0 Pre-Service and In-Service Training Component

- 2.1 Familiarization and training to carry forth teaching strategies relative to Mexican American educational needs
- 2.2 Familiarization with learning materials and instructional media
- 2.3 Practicums to affect positive behavioral changes in teaching

3.0 Status and Role of the Paraprofessional

- 3.1 What position does the paraprofessional occupy in the program; that is, What are the differentiated roles and responsibilities of paraprofessionals?

Recommendations for Development

1.0 Based on the proposed survey, a series of models can be identified for application in various types of programs.

2.0 In terms of the foregoing study, deficient areas in existing programs utilizing paraprofessionals would be identified. These, then, would provide an information base for further improvising and developing the program.

EFFECTS OF CULTURAL MARGINALITY
ON EDUCATION AND PERSONALITY
OF THE MEXICAN AMERICAN

Recommendations for Research

Research on this topic is relative non-existent. The Committee strongly recommended a more intensive and longitudinal study to clearly ascertain significant factors relative to the heterogeneity of the Mexican American population. This type of research would have important implications in designing educational program materials, instruments, etc., for different segments of the Mexican American population. For example, while present-day instruments based on the middle-class Anglo American are not generalizable among Mexican Americans, new instruments designed for one segment of Mexican Americans, in a given geographical area, also would lack validity for the entire Mexican American population.

More specifically, the Committee proposed an intensive longitudinal study relative to the family dynamics of the Mexican American. This would include Mexican Americans in various income levels, age groups, geographical areas, and generations removed from Mexico. The study would focus on a number of significant questions or variables in terms of personality formation and behavior and ramifications to education. Among them would be:

1. How are problems created or solved?
2. Who extends punishment and what types?
3. Who is involved in the decision making?

4. What is the role and male-female relationship ?
5. What are the significant child-rearing practices ?

Secondly, the Committee suggested a study of groups of Mexican Americans to determine degree of acculturation in relationship to personality and educational variables. This would include:

1. A study of recent arrivals from Mexico to show patterns of behavior over given periods of time and in different geographical areas.

2. A comparative (correlated) study of Mexican family groups in given areas in Mexico to Mexican American family groups in the United States.

Recommendations for Development

It was suggested that serious attention be extended toward the development of instrumentation that would correspond to the factors given in the aforementioned research studies.

EFFECTS AND IMPLICATIONS

OF CULTURALLY PLURALISTIC EDUCATION

ON THE MEXICAN AMERICAN

Recommendations for Research

The Committee recommended a comprehensive study that will reveal socio-psychological variables related to the Mexican American. The study would be designed on the basis of the following:

1. Geocultural areas such as northern New Mexico and southern Colorado, the Rio Grande area in Texas, southern California, southern Texas, etc.

2. A rank-order of characteristics, based on the dominant socio-economic system and its relationship to the Mexican American.

Recommendations for Development

It was suggested that the findings from the aforementioned research study would serve as a continuous and noteworthy reference for further research and/or development. The findings would have notable implications in the development of test instruments, teacher-training, and materials in relationship to Mexican American children in various geographical areas and acculturation levels.

THE EXTENT OF EDUCATIONAL/SOCIAL EFFECTS

OF PEER GROUP INFLUENCE

AMONG MEXICAN AMERICANS

Recommendations for Research:

The Committee recommended a research study on the role and function of the peer group, and the influence of membership in the peer group on behavior (particularly school behavior). This would include:

1. A study of reinforcement or absence of reinforcement relative to Mexican American children in school and at home, and implications to peer group formation and influence.

2. A study of peer group influence among Mexican American youngsters in different income levels and geographical areas (Los Angeles, San Antonio, Albuquerque, Denver, Mora, New Mexico, etc.)

3. A study of institutional reaction to peer groups. For example, the study would observe and analyze overreaction or indifference by institutions toward peer group influence and behavior. Specifically, the investigation would analyze changes in social climate (e.g., the school) relative to peer goup formation and influence (restrictiveness versus flexibility, disciplinary measures versus positive reinforcement or understanding, etc.).

MEXICAN AMERICAN DEVIANT BEHAVIOR

AND

ITS RELATIONSHIP TO EDUCATION

Recommendations for Research:

The Committee recommended a research study on psychopathology. This would include:

1. Pathological factors and their relative effects on people, in general, and with particular reference to the Mexican American. (The study would determine degree of difference, if any, among Mexican Americans as compared to people in general.)

2. The relationship of defective cognitive development and functioning among Mexican American youth in education

3. The relationship of overt-deviant behavior and motivational factors and achievement

4. The relationship of deprivation factors and cognitive deficits

Reommendations for Development:

The aformentioned research findings would be available to institutions involved in training and preparing counselors and school psychologist, particularly those who will be working in school systems with Mexican American Youth.

A training model would be developed, incorporating these findings, especially designed for counselors and school psychologists. This could serve as a component in a university's teacher-training program and/or and ongoing pre-service training for practitioners.

Recommendations for Research:

1.0 The Committee proposed a study to ascertain the current status of institutions of higher learning (a sampling in different geographical areas). This would include:

1.1 A survey of colleges with high Mexican American enrollment and retention

1.2 An analysis of successful versus unsucessful colleges in holding and training Mexican American students

1.3 An assessment of techniques or programs which have proved successful in training Mexican Americans. For example, this would provide a description of counseling programs, recruitment strategies, admittance criteria, financial aid, etc., that have tended to attract and hold Mexican American students in college studies

2.0 The Committee also proposed a study to determine the causes of non-matriculation of Mexican Americans in universities in proportion to their population. This study would reveal the following:

2.1 The number of Mexican American high school graduates who attend and complete college (proportionately) as compared to Anglo Americans.

2.2 The types of specialization (studies) that Mexican Americans are advised to pursue, and the criteria used in the counseling process.

MODIFICATION OF TEACHER BEHAVIOR

IN

TEACHING THE MEXICAN AMERICAN

Recommendations for Research

The Committee recommended a research study to identify strategies that have proved effective in changing teacher behaviors. Some of these strategies are:

1. Peace Corps type training
2. Sensitivity Sessions
3. Interaction Analysis
4. Micro-teaching Programs
5. Lectures, discussions, role playing, demonstrations and media effects (film, slides, etc.)

Recommendations for Development:

The Committee strongly recommended the development of a teacher-training model for teachers of Mexican American children. This would include the following:

1. Identification of teaching behaviors and modes that emphasize positive elements in the learning scheme. (This would take into consideration the cultural attributes of the child, his learning strengths, his personality, and the achievement level of the child.)

2. Utilization of current types of strategies, instruments, apparatus, and conditions that have proved effective in behavioral modification of teachers.

POSITIVE AND NEGATIVE EFFECTS

OF CHICANO MILITANCY ON THE EDUCATION

OF THE MEXICAN AMERICAN

Recommendations for Research:

1.0 The Committee recommended a comprehensive survey of ethnic study programs to ascertain the following:

1.1 Availability of instructional materials relative to the programs

1.2 Teaching staff types and instructional strategies

1.3 Proportion of Chicano student enrollment relative to Mexican American school enrollment

1.4 Proportion of other student enrollment

1.5 Types and nature of course offerings

1.6 Nature and effects of related program components (student orientation sessions, faculty training, student organizations, etc.)

1.7 Availability and utilization of university facilities, personnel, and services

1.8 Status of ethnic studies in the university curriculum

1.9 Perceptions (negative or positive attitudes) of the program by the faculty, Chicano students in and outside the program, and other students

2.0 A second study was suggested to determine the effect of militancy in institutions of higher learning. This would include:

2.1 Types of Chicano organizations, their underlying philosophies, and identifiable goals

2.2 Tactics, slogans, and titles related to identification, unity, and action

2.3 Institutional modifications resulting from Chicano student militancy

3.0 A study of non-school Chicano organizations was proposed to determine:

3.1 Goals and tactics applied to affect institutional change

3.2 Tactics, slogans, and titles related to identification, unity, and action

3.3 Significant institutional changes traceable to militancy movements by Chicano organizations (other than university)

PROBLEMS RELATED TO THE AVAILABILITY, USE, AND EFFECTS OF PRESENT AMERICAN TESTING INSTRUMENTS AND METHODS WITH MEXICAN AMERICANS

Recommendations for Research:

The Committee proposed a reverse and intensive longitudinal study on successful Mexican Americans to determine the predictive validity of most commonly used "entrance" tests. (ACT, GATB, GRE, Millers Analogy, etc.) and aptitude tests.

Recommendations for Development:

Tests of "immediate Learning" were recommended for development. It was pointed out that Jenson's * study be used as a chief reference for this type of test development. Variables such as rural versus urban populations, degree of bilingualism, geographical areas, degree of acculturation, etc., would be given serious consideration in this type of test design.

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*Jenson, Arthur R., "Learning Abilities in Mexican American and Anglo-American Children," California Journal of Educational Research, Vol. XII, No. 4, 1961.

SELF-IMAGE AND STEREOTYPES OF THE MEXICAN AMERICAN

AND EFFECTS ON LEARNING

AND EDUCATIONAL ASPIRATIONS

Recommendations for Research:

The Committee identified this problem area clearly as high priority. Yet, it was noted that research on this topic is very limited. A study was proposed to ascertain the types of conditions which lead to a positive or negative self-image. This would include:

1. An analysis of factors or behaviors which are significantly related to positive or negative self-image.

2. A study to determine the significant difference between self-concept of ability and the generalized idea of concept. In other words, the study would deal with multiple variables related to self-image as compared to a generalized (unitary) concept.

Recommendations for Development:

1. In relationship to the proposed research study, instruments would be designed to specifically and objectively measure a series of given variables.

2. Based on the findings in the suggested research study, a teacher training model would be developed. This would incorporate behavioral modification aspects for teachers working with Mexican American children.

SOCIOLINGUISTICS AND THE STUDY OF SPANISH

AND ENGLISH LANGUAGE VARIETIES

AND THEIR USE IN THE SOUTHWEST

Recommendations for Research:

The Committee proposed the establishment of a sociolinguistic center. This would serve to identify and conduct needed research on a number of linguistic and social variables. The sociolinguistic categories given in the position paper are:

1.0 Linguistic Data

1.1 Regional and non-standard variants of Spanish in the field of phonology, grammar, and lexicon, according to use by different social strata.

1.2 Non-standard features of the English employed by various socio-economic groups

1.3 Interference phenomena

2.0 Socio-Attitudinal Data

2.1 Attitudes toward the different varieties of Southwestern Spanish and English and the degree of "language loyalty."

2.2 Attitude toward comparative life-styles and value systems of the Anglo and Mexican American

3.0 Bilingual Communication Data

3.1 Patterns of linguistic dominance

3.2 Distributive roles of Spanish versus English in Southwestern communication networks

3.3 Ranges of codes employed

3.4 Code switching

Recommendations for Development:

The author proposed the following types of development closely related to basic research:

1.0 A taxonomic description of the language varieties of the Spanish Southwest, with commentary on the roles they play in regional communication networks

2.0 Instruments for arriving at a bilingual profile index, composed of measurements of:

2.1 Proficiency in the four skills (speaking, understanding, reading, and writing) of standard and non-standard varieties of Spanish and English

2.2 Styles of codes handled

2.3 Communication competence in bilingual situations

2.4 Linguistic interference

2.5 Cross-cultural attitudinal orientation

THE STATUS AND EDUCATIONAL EFFECTS

OF HEADSTART PROGRAMS

ON MEXICAN AMERICAN CHILDREN

Recommendations for Research:

1.0 The Task Force proposed an investigation of ongoing headstart programs for Mexican American children that would include:

1.1 A description of various program components (activities and experiences in cognitive and psychomotor processes), and philosophy and objectives of the program. (It would determine whether the program tends to relate to the culture and learning style of the child or to a pathological philosophy)

1.2 An analysis of teaching strategies (bilingual or non-bilingual, reinforcement, conventions, affective dimensions, etc.), types of materials and objectives, and the roles of the teachers and teacher-aides.

1.3 An assessment of the teacher-training component in terms of teacher behavioral changes in utilizing innovative strategies (e.g., providing multisensory experiences for children) and development of favorable attitudes toward Mexican American children and their cultural heritage.

2.0 The Committee recommended both short-term and longitudinal studies to measure the effects of headstart programs on the education of Mexican Americans.

3.0 It also was proposed that a survey study be undertaken to determine provisions for articulation between ongoing headstart programs and the elementary schools.

Recommendations for Development:

Based on the foregoing research, the Committee proposed an objective analysis of the findings to identify components that can serve as models.

Furthermore, the committee recommended development of headstart program components that have not been satisfactorily developed in existing projects. This would give special consideration to t'e following:

1.0 Development of a headstart program particularly designed for the Mexican American child and his educational needs. This would include:

1.1 An appropriate curriculum to enhance cognitive and psychomotor development among Mexican American children

1.2 Utilization of a bilingual approach for the Spanish-speaking child, and favorable recognition and accommodation of other features in his cultural heritage

1.3 Development of instrumentation to give more accurate measures of his cognitive and psychomotor growth, based particularly on age level and socio-eocnomic (culture of poverty and ethnic) factors.

1.4 Development of a teacher-training component relative to the program objectives,but more importantly to the needs of the target group. The emphasis would be on a child-centered approach, with consideration to the culture and experiential background of the individual child.

1.5 Selection of program personnel (staff) with competencies in the areas of program emphasis, as well as a geniune concern for the special needs of Mexican American children.

1.6 Provisions for promoting a follow-through program to assure a continued emphasis on the learning components that relate favorably toward the educational development and well-being of the Mexican American child; while at the same time, maintaining and perpetuating a positive image of his total cultural heritage.

THE STATUS AND EFFECTIVENESS

OF PROGRAMS IN ADULT EDUCATION

FOR MEXICAN AMERICANS

Recommendations for Research:

The members of the Committee recommended a survey of different adult basic education programs. This would include:

1. A perception study of students in the program.

2. A perception study of the faculty in the program (selection criteria, qualifications, etc.)

3. A curriculum assessment study to ascertain the number and types of courses in which Mexican Americans tend to concentrate, types of course offerings in the program, and relevancy of curriculum and instructional elements to the long-term family, ecomomic, and other social needs of the learner.

Recommendations for Development:

Three major areas were recommended for development:

1. Design and development of learning materials for use in the home of the learner (self-initiated study materials).

2. Experimentation and development of various types of diagnostic and assessment instruments for the Mexican American undereducated adult. Some of these materials must be in the first language of the adult.

3. Experimentation and development of teaching strategies in terms of the interests, motivations, language, and other cultural factors found in the undereducated Mexican American adult.

VARIABLES WHICH TEND TO AFFECT (ACCELERATE)

LEARNING OF THE MEXICAN AMERICAN

IN AMERICAN EDUCATION

Recommendations for Research:

This type of a research study would attempt to ascertain the characteristics found among Mexican American children -- characteristics which may clearly be ethnically unique in terms of the Mexican American. Specifically, the following research questions would be presented:

1. What are the ethnic characteristics of Mexican American children?
2. Are the noted characteristics of Mexican American children different from those of other American children, particularly those of the middle-class Anglo child?

Recommendations for Development:

The aforementioned research would have important implications to the development of instructional strategies and learning materials relative to given ethnic characteristics.

Immediately relative to the proposed research would oe the design and development of instruments that would be relevant and useful in measuring ethnic variables or characteristics.

CURRENT RETARDATION PROCEDURES
AND SOCIAL IMPLICATIONS
ON THE MEXICAN AMERICAN

The fact that a disproportionate number of Mexican American children have been traditionally and erroneously classified as mentally retarded is well established through recent research. The fact that this practice is still found in many school districts with Mexican American children also is evident. Moreover, the fact that outmoded and culturally-biased instruments are being used to measure the intelligence among American children across ethnic or socio-economic groups, and the results erroneously applied to classify them as mentally retarded remains a serious contemporary educational problem. The following recommendations are proposed:

1. The irrelevancy of present-day instruments in measuring the intelligence of Mexican American children must be generally recognized by all agencies, institutions, and persons concerned with the education of these children. Institutions, agencies, and persons concerned with the education of Mexican Americans must be informed about the ill effects of this practice. A short-term project is proposed to identify recipients and to forward research data and other related information to th[illegible] A pamphlet containing this information is suggested. A film strip or other audio/visual media would be produced. Thus, this effort could produce a package of information for dissemination. This, then, would have important implications in changing the procedures and information provided for teachers, school counselors, school administrators, psychologists, and social workers in the universities and in-service training programs.

2. It has been recommended that newly developed instruments are needed to measure learning variables relative to the Mexican American. As these instruments are developed, field tested, and proved appropriate for Mexican American children, information must be readily available to school people at various educational levels. This also could be a phase of the project undertaking proposed in the foregoing recommendation.

VOCATIONAL-TECHNICAL EDUCATION

AND

THE MEXICAN AMERICAN

Recommendations for Research:

The following types of studies were proposed:

1. A research study to determine the number of Spanish-surnamed people in vocational education and the age ratio to the Spanish-speaking population in the area.

2. A research study to determine attitudes (negative or positive) relative to vocational education among school personnel and across different income and ethnic groups in the public schools.

3. A reverse longitudinal study to ascertain the mechanisms related to placement or non-placement of Mexican Americans in various technical-vocational curricula. This would include test types, test data interpretation and inferences, counseling and other related factors.

4. A research study to determine the degree of conventionalism or conservatism in technical-vocational school curriculum and instruction, particularly in schools where Mexican Americans are heavily enrolled.

5. A study to ascertain the relationship between occupations opened to Mexican Americans and the training that is provided for them. Factors such as the articulation between the curriculum and society, and the effects of unionism in job placement would be included in this type of study.

CONCLUSIONS AND GENERAL RECOMMENDATIONS

The recommendations for further research and/or development have been presented in two parts under each problem area. The degree of specificity given under each problem area varies in accordance with the nature of the topic.

Among the top-priority needs expressed by the Task Force Committee is that of informing agencies, institutions, and other interested people about the problem areas highlighted in the report. It is, therefore, proposed that the Bureau of Research continue its efforts to bring about the realization of the project objectives by making provisions for extensive dissemination of the report findings.

The ERIC Clearinghouse and the Southwestern Cooperative Educational Laboratory have the capabilities of undertaking a continuous dissemination process. The SWCEL also can provide assistance in identifying prospective recipients of the report -- recipients who are action prone and very likely to respond to the needs underscored in the report. Therefore, rather than having the report collect dust on the shelves of a Washington, D. C., office, it is hoped that it will be used as a perpetual stimulus for further research and/or development relative to the aforementioned problem areas.

Furthermore, it was suggested that the Committee members submit a list of the "state-of-the-art" papers that are noteworthy for publication. These papers then will be forwarded by the SWCEL to the ERIC Clearinghouse, Las Cruces, New Mexico, for further review and possible inclusion and availability to interested readers.

The Committee also emphasized the desirability of enlisting the services of Mexican Americans in the Bureau of Research. These Spanish-speaking staff members, at a sufficiently high level of competency and responsibility, would serve to propose, initiate, and evaluate programs specifically designed for the Mexican American.

Finally, it was suggested that the continuance of the present Task Force would be highly advantageous in providing additional input, from time to time, on the foregoing problem areas as well as other emerging educational needs relative to the Mexican American. The title of the proposed committee might be "The Chicano Research Directorate." This group could assume a separate identity, or be associated with an agency that would be responsible for maintaining communications with Committee members, preparing agenda and meeting dates, arranging for facilities, accommodations, and forwarding meeting reports to the Bureau of Research. The continuance of the Task Force Committee would, of course, require some financial support by the Bureau and/or other agencies.

Appendix A

Sample Copy of the Survey Questionnaire

Name:_____ Phone No. _____

Problem 1

1.1 Statement of the problem:

1.2 This problem affects the education of the following Spanish speaking people in the nation (check one or more):

Mexican American	( )
Puerto Rican	( )
Cuban	( )
All of the above	( )
Other Latin American	( )

1.3 Type of Research (theoretical, empirical, and/or descriptive):

1.4 If needed, use this space for further comments:

(Possible availability as position paper writer -- honorarium to be negotiated with the writer): yes_____ no_____

APPENDIX IV

INTERVIEWEES

Paul Juarez
Bilingual Director
Sweetwater School District
Chula Vista, California

Atilano Valencia
Research and Development
Albuquerque, New Mexico

Francisco Martinez
Amigo Recreation Center
El Paso, Texas

Pat Adkins
Education Service Center
El Paso, Texas

Ernie Baca
Citizen (unemployed)
Gallup, New Mexico

Adele Martinez
Project Director
San Diego, California

Ralph Lagori
Economic Development
Las Vegas, Nevada

Alex Mercure
Economic Development
HELP
Albuquerque, New Mexico

Manuel Acosta
Citizen
El Paso, Texas

Richard Baros
UMAS
Albuquerque, New Mexico

Jose Bruel
ASU/AAMAE
Tempe, Arizona

Harold Wick
Project Director
Beaverton, Oregon

All participants in the
SWCEL Teacher Training Institute
July 14, 1970

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Behaviorist
Independent Learning Systems
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John Lanstra
Behaviorist
Independent Learning Systems
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John Burns
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Albuquerque, New Mexico

John Hensalt
Institute for Social Research
and Development
Albuquerque, New Mexico

David Knight
Community Development
Albuquerque, New Mexico

Luiz Juarez
Peace Corps (Lima, Peru)
Denver, Colorado

APPENDIX V

SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY, INC.
Adult Basic Education Library Center
117 Richmond Drive, N. E.
Albuquerque, New Mexico

CURRICULUM MATERIALS

Product Title _____ Author _____ Publisher _____

Check points	Out-standing	Above Average	Average	Fair	Inadequate	Does not Apply	Not Stated	Do Not Know
1. OBJECTIVES								
A. Behavioral objectives included								
B. Statement of purpose or specific preface								
2. CRITERION MEASURES								
A. Are performance criteria stated and evaluation materials included?								
B. Does material fulfill its objective or purpose?								
3. INSTRUCTIONAL COMPONENTS								
A. Curricular materials								
B. Teacher education materials								
C. Student materials								
4. LEARNER PREREQUISITE								
A. Are descriptive materials available?								
B. Is testing information available?								
5. TEACHER REQUIREMENT								
Do teacher materials give the concrete illustrations and activities to help the teacher fulfill the objective goals?								
6. RELIABILITY EFFECT								
A. The material is adequate for the level intended?								
B. The level is suggested in the format?								
C. The material is oriented toward cultural awareness and is not insensitive?								
D. Does the material fulfill the purpose for which it is intended?								
E. Are the language level and content geared to adults?								
7. COST								
A. Does the expense involved justify the result?								
B. Does the expense involved justify the product?								
C. Does the product compare favorably with other alternatives in the expense/result correlation?								
TIME								

1. OBJECTIVES
   A. Behavioral objectives included
   B. Statement of purpose or specific preface

2. CRITERION MEASURES
   A. Are performance criteria stated and evaluation materials included?
   B. Does material fulfill its objective or purpose?

3. INSTRUCTIONAL COMPONENTS
   A. Curricular materials
   B. Teacher education materials
   C. Student materials

4. LEARNER PREREQUISITE
   A. Are descriptive materials available?
   B. Is testing information available?

[redacted] 142

5. TEACHER REQUIREMENT
   Do teacher materials give the concrete illustrations and activities to help the teacher fulfill the objective goals?

6. RELIABILITY EFFECT
   A. The material is adequate for the level intended?
   B. The level is suggested in the format?
   C. The material is oriented toward cultural awareness and is not insensitive?
   D. Does the material fulfill the purpose for which it is intended?
   E. Are the language level and content geared to adults?

7. COST
   A. Does the expense involved justify the result?
   B. Does the expense involved justify the product?
   C. Does the product compare favorably with other alternatives in the expense/result correlation?

TIME
   A. Time needed for pre-service training
   B. Time needed for using the product

LEVEL OF MATERIAL	
	1
	2
	3
	GED

Comments and Evaluation

[redacted]

APPENDIX VI

COURSE OUTLINE
for
Management Training for a Building Cooperative

I. Introduction
   A. Types of Business Organizations
   B. Concept of a Cooperative

II. The Building Industry
   A. Description of the Industry
   B. Comparison with other Industries
   C. Types of Construction Contracts
   D. Competitive Bidding
   E. Reasons for small business (builders) failure

III. Keys to Successful Building
   A. Financial Management
   B. Personnel Management
   C. Estimating--choosing the right jobs

IV. Objectives of the Cooperative

V. Decision-making tools

VI. The Management of Costs (Estimating and Control Techniques)

VII. The Types of Costs (Variable, Overhead)

VIII. The Management of Revenue

IX. Profits

X. Bidding

XI. Municipal and State Building Codes

XII. Taxes

XIII. Specific Construction Techniques

XIV. Accounting and Bookkeeping